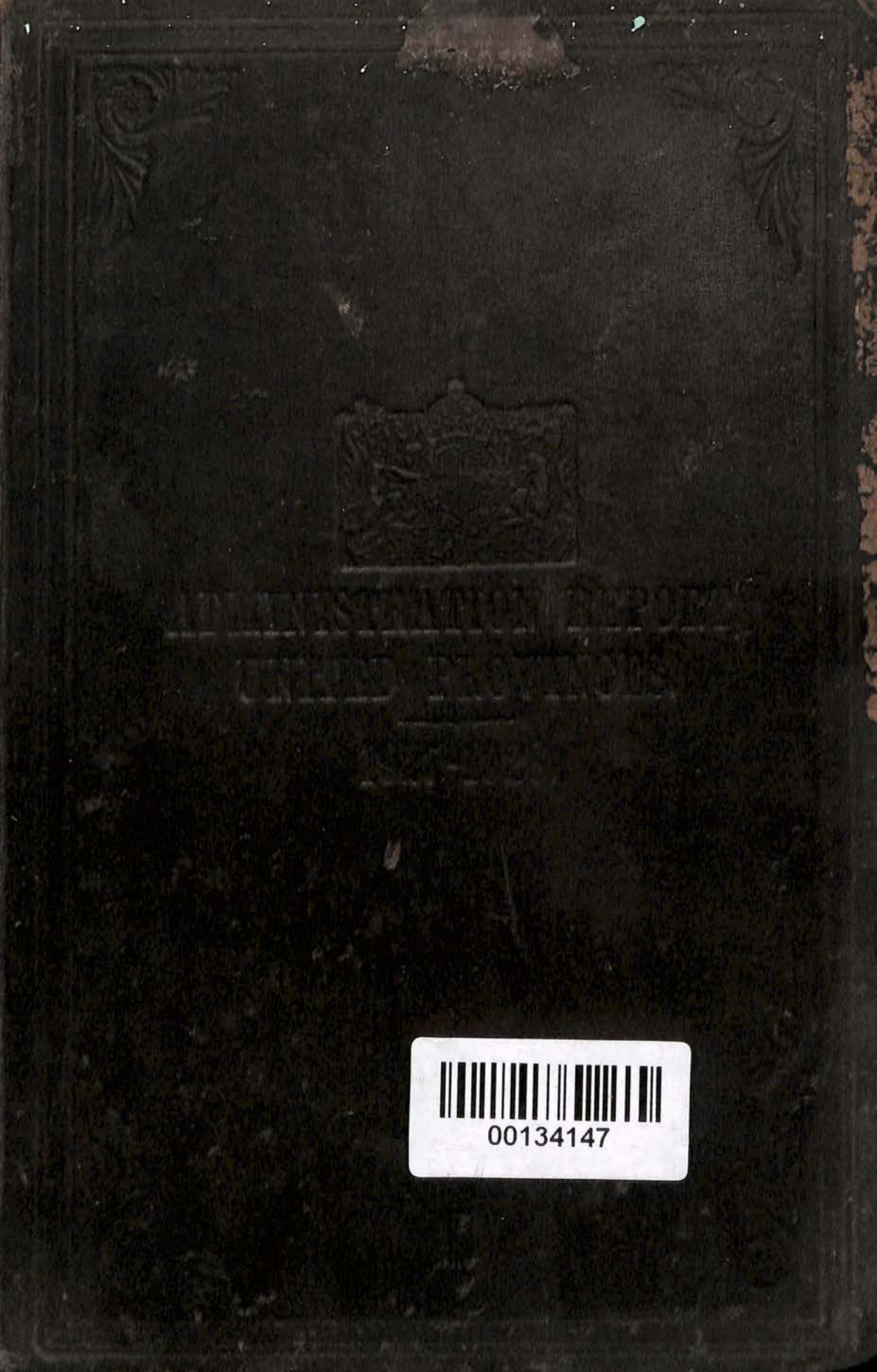
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Report on the
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of the United Provinces
# of Agra and Oudh

1927-1928

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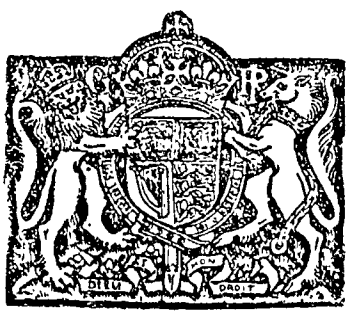

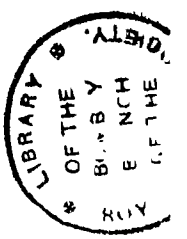

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Bifurcation and Escape Head at the Tail of the Sarda Main canal.

Report on the Administration

OF THE

United Provinces of Agra and Oudh

IN

1927-28.

INTRODUCTORY NOTE.

THIS report deals for the most part with the financial year from April 1927 to March 1928. Part I, the General Summary, describes in narrative form the events of the calendar year 1928. Part II gives a detailed account of the working of each department of Government based upon departmental reports which cover the financial year, the land revenue year, the agricultural year, or the calendar year, according to the nature of the subjects which they review.

PART I.—GENERAL SUMMARY.

GENERAL CONDITIONS.

1. The year 1928 was an unhappy one for agriculture. The *rabi*, which had promised a bumper crop, was reduced considerably below normal by excessive winter rain. Revenue had to be remitted to the extent of Rs. 4·43 lakhs, and suspended to the extent of Rs. 0·27 lakhs. This bad beginning was followed by a partial failure of the monsoon with corresponding damage to the *kharif*. After a promising start, the monsoon failed in August and September over most of the province. It was not until October that plentiful rain fell—first in the eastern half of the province (with appreciable local rain in the western districts), and at the end of the month in the Agra, Jhansi and Allahabad divisions. This rain, to some extent, retrieved the situation as regards the *kharif* while it ensured the germination of the *rabi* through the greater part of the province. Rice suffered severely but cotton thrived, and sugarcane did not sustain serious damage. To sum up, the *kharif* crop suffered damage which varied in intensity, but was more severe in the west than in the east.

Government action was prompt and generous. *Takavi* amounting to Rs. 48 lakhs was distributed before October, and when it became clear, after the October rain, that the *rabi* could be sown over the greater part of the province, another Rs. 62 lakhs were distributed to finance the purchase of seed. Altogether, about Rs. 119 lakhs were distributed in *takavi*. In addition, Rs. 60 lakhs of revenue was suspended or remitted. In order to meet the fodder shortage, which was most pronounced in the western districts, Government opened hay operations in the government forests and arranged to supply 400,000 maunds of forest hay for sale locally at rates which cover less than half the cost of cutting, baling and transport. They also introduced concession rates for the transport of *bhusa* by rail to the areas where fodder was scarce. Canals were left running and gave full supplies of water throughout the period when they generally remain closed. Government opened the Sarda canal earlier than it was intended, and thus saved some 80,000 acres of rice and sugarcane which would otherwise have been completely lost.

Famine works were only needed in two districts. Test works opened in Gonda filled within three days; and it proved necessary to start one test work in Bahraich. These were the only relief works called for up to the close of the year.

The decline in the number and seriousness of communal riots marked some little improvement in the relations between the two great communities, though it is too soon yet to say whether this is permanent.

The year was one of steady progress in the transferred subjects of medicine, agriculture and education—especially the two latter. Industry gave employment to a slightly greater number of workers. Public health was good and the unfortunate economic conditions, due to the partial failure of the monsoon, did not increase the volume of crime.

The drain on provincial finances caused by provincial contributions has now finally ceased, and the financial outlook at the opening of the year was more promising than it had been for some time past. But the partial loss of the *kharif* crop, which it is estimated will involve the province in a direct loss of about Rs. 40 lakhs in land revenue (only set off to some extent by increased canal revenue) imposed an unexpected and severe strain on the resources of the province.

POLITICAL CONDITIONS.

2. The year was one of great political activity throughout India with the course of which provincial politics were closely connected. The outstanding feature of the year was the campaign against the Indian Statutory Commission. This had two sides—one, the attempt on the part of the political leaders to arrive at some measure of unanimity in their proposals for the future constitution of the country, and the other, the active boycott of the Commission. The Nehru Report was the answer to Lord Birkenhead's challenge to Indian political leaders to formulate a scheme for the government of India which would be acceptable to all parties. It attempts a compromise between the advanced Muslim view, which calls for the utmost possible degree of autonomy for the provinces, together with special Muslim representation, both in the central and provincial legislatures, and the Hindu view, which calls for a strong measure of control by the central legislature over the provinces, and is firmly set against separate representation, either in the provincial or central legislature. After receiving the approval of the standing committee of the All-India Muslim League (Jinnah section) at Lucknow, just before the All Parties Conference met there in August, the report was presented to the latter body, which adopted a resolution of appreciation and general support. An important feature of the conference was the passing of a resolution approving the separation of Sind from Bombay (one of the recommendations of the report) as a result of a pact between representatives of the Khilafat movement and the Hindu Mahasabha.

The agreement, however, between the two communities about the Nehru Report was more apparent than real. In the first place the standing committee of the All-India Muslim League only represented the Jinnah section of the league, while the Shafi section, which had split off from the main body in 1927 on the boycott question, took no part in the Lucknow conference or the Nehru committee deliberations. Secondly, the report modified the demands contained in the resolution passed by the Jinnah section of the All-India Muslim League at Calcutta in December, 1927, on three important points, namely, reservation of seats in Bengal and the Punjab, Muslim representation on the central legislature, and the right of minorities to veto legislation affecting their own communities, which Muslims

regarded as essential for the safety of the Muslim community. Within a week the Muslim members of the central and provincial legislatures repudiated the Nehru report on account of its handling of the communal question. Subsequently some leading Muslim members of the United Provinces Legislative Council issued a statement also repudiating the report on the ground that the United Provinces Muslims had not been allowed to join in the deliberations of the Nehru committee, and that the committee was not representative of Muslim opinion. Following on this, resolutions were passed at a Muslim conference at Cawnpore in October affirming the necessity of full provincial autonomy, and separate electorates, together with other resolutions running completely counter to the provisions of the Nehru Report.

On the Hindu side, the provincial Hindu conference at Etawah in October, with the late Lala Lajpat Rai as president, made it clear that the Hindus would not agree to the retention of separate electorates or the demand for communal representation. Finally at Calcutta in December the All Parties Convention rejected the amendments moved by Mr. Jinnah, who only gave qualified support to the report though his standing committee had previously accepted it. These amendments were intended to give effect to the Muslim demands for special representation in the central legislature and for a larger measure of provincial autonomy. Their rejection destroyed the hopes, evoked by the Lucknow conference, that the two communities would be able to present a united front in their demands.

The boycott campaign went on simultaneously with the activities described above, and had very important political repercussions in the province. The campaign opened with a *hartal* throughout the province on February 3, 1928, the day the Commission landed in Bombay, and this was followed by the Legislative Council adopting a resolution, by one vote, to boycott the Commission. In the September session the Swaraj and Nationalist parties, realizing that they were now in a minority, walked out of the Legislative Council rather than face defeat on a resolution recommending the appointment of a committee to cooperate with the Commission. The committee was duly voted in their absence. A few days later, however, they were successful in carrying, by the casting vote of the President, a motion of no confidence in the Education Minister. When the Commission actually entered the province, there were some collisions in Lucknow between crowds, headed by political leaders,

and the police, which had their sequel in an adjournment motion carried, without a division, in the Council on December 13, 1928, as a protest against the action of the authorities on those occasions.

The two communities took up different attitudes on the boycott question. The boycott campaign, described above, was in the main carried on by Hindus, and Muslims generally set their face against it.

Communal trouble gave evidence of its continued existence in the form of riots, though it hardly assumed its usual prominence owing to public attention being chiefly centred on the Statutory Commission. There were twelve riots during the year of which two at least were serious. Four of these took their rise in festivals, and the strain on the local authorities and police on these occasions still continues unabated. Incidents such as the defilement of mosques and desecration of temples further tended to inflame communal feeling, and, on the whole, relations between the two communities were not good. But serious though the riots were as a symptom of the tension which is still undoubtedly very prevalent, the number is at any rate an improvement on last year's figures.

Arya Samaj activity and that of the complementary Muslim organizations continued to have a bad effect on communal relations.

The Kisan Sabha movement showed signs of recrudescence in Oudh; meetings of tenants were held to protest against alleged grievances, and one such meeting had to be proclaimed by the district authorities. The Allahabad Congress party attempted to exploit this unrest amongst tenants, and some of its members openly advocated communism at some of the meetings.

Revolutionary activity is still alive as was shown by the attempt to murder a deputy superintendent of the Criminal Investigation Department at Benares early in the year.

There was some labour unrest during the year. Agitation conducted amongst the workers at Cawnpore resulted in two short-lived strikes in the Elgin mills; elsewhere many speeches of a frankly communistic tone were delivered during the year. The attempt by outsiders to organize railway workers (chiefly at Jhansi) did not meet with much success.

THE PRESS.

3. The principal press topic of 1928 was the Statutory Commission, which continued to divide the newspapers of the province along communal lines. The Hindu press generally continued to protest vehemently against the exclusion of Indians from the Commission, and called for a complete boycott. On the other hand, the majority of Muslim papers continued to oppose the boycott as being detrimental to the best interests of Muslims, while others held that a boycott was unwise until a reasonable compromise as regards their rights had been arrived at with the other community.

On the return to India of the Commission in October the storm of protest broke out again. The incidents at Lahore and Lucknow, where the police came in collision with crowds, were the signal for a bitter outbreak in the Hindu press against the police, the Government, and the Commission itself. The police were held responsible for the death of Lala Lajpat Rai, and this was urged as an additional ground for further stiffening the boycott of the Commission and more vigorous propaganda for the establishment of *swaraj*. Very few Muslim papers commented on the Lahore incident and its alleged sequel.

On the other hand, the Muslim press generally urged that cooperation was more of a necessity for Muslims than ever after the publication of the Nehru Report, which was described as in effect a presentation of the Hindu case to the Commission. In these circumstances, it was held to be suicidal for the Muslims to boycott the Commission and thus let their case go by default.

During the campaign some extremist papers advocated a revival of non-cooperation, civil disobedience and the boycott of British goods as the only means of bringing about emancipation. They refused to recognize the right of the British Parliament to adjudicate on the fitness of Indians for further constitutional advance, and pointed to complete independence, and not dominion status, as the true goal of political endeavour.

The press devoted much attention to the proceedings of the All Parties Conference at Lucknow and the Nehru Report. Opinion on the latter was sharply divided on communal lines. Hindu papers of all shades of opinion joined in praising the

report with the exception of the extremist section, which regretted that it advocated dominion status, and not complete independence. On the other hand, almost all the Muslim papers strongly criticized the report, as well as the proceedings and constitution of the All Parties Conference. They denied that the latter was representative of general Muslim opinion, and complained that Muslims had not been allowed to join its deliberations. Some papers described the report as the outline of a Hindu *raj*, and bitterly denounced its failure to give effect to Muslim wishes on communal representation, the proposed veto on communal matters, and provincial autonomy. The proceedings at the Cawnpore Muslim Conference in October, and especially the fiery presidential speech of Maulana Shaukat Ali, called forth heated attacks from the Hindu press, while Muslim papers bitterly resented the allegation that the conference was not representative of Muslim opinion.

As usual, riots at various places gave rise to bitter recriminations in the press. Muslim papers strongly denounced the activities of *shuddhi* and *sangathan* which they held were the root-cause of the trouble. The events at Ol in the Muttra district especially were referred to as the fulfilment of the *sangathanist* programme. Attention was drawn to the menace for Muslims in the fact that the majority of the riots during the year took place in villages where Muslims were greatly outnumbered; and it was alleged that these disturbances were being financed and organized by Hindus under the cloak of village organization and education. The Hindu press in general preserved silence on the question of these riots, but on the other hand protested bitterly against the restrictions on the *Dasehra* procession at Allahabad, which they attributed to the triumph of force, and blamed the Government for allowing the situation to continue. Some papers went so far as to say that the restrictions would have been defied, had it not been for the necessity of avoiding a struggle which might be used as an excuse against the grant of self-government.

The press displayed its usual suspicion of, and hostility to, British foreign policy. Thus England's relations with Egypt and the Nejd were followed in the Muslim press with keen interest, and Government were warned that any action taken against these countries would lead to serious repercussions

in the rest of the Muslim world. British imperialism in Arabia was hotly denounced, and Indian Muslims were urged to take to heart the action of the British Government against the Nejd.

The terms of the Anglo-Egyptian treaty evoked considerable adverse comment in the press, and stress was laid on what was called the intimidation of Egypt by England. The Kellog anti-war pact was denounced as hypocrisy and sham.

The publication of the report of the Royal Commission on Agriculture led to a reiteration of the charge that the main object of the appointment of the Commission was to remove the cultivator from the influence of political leaders, and to exploit Indian agricultural resources for the benefit of England, while its recommendations were described as unsuited to Indian conditions. The decision of Government on the recommendations of the Skeen Committee was strongly criticized and gave rise to a general attack on the entire military policy of Government. Much attention and sympathy was devoted to the Bardoli *satyagraha ;* the settlement was hailed generally as a triumph of *satyagraha* and a vindication of Mr. Gandhi's teaching.

Muslim papers followed the course of the struggle, which broke out in Afghanistan on the return of King Amanullah after his European tour, with great interest, and sympathy with the King in his difficulties was universal. Government were warned to avoid any action that might compromise its position.

A section of the press frequently preached communistic ideals, and gave wide prominence in this connexion to Pandit Jawahir Lal Nehru's speeches advocating communism and class war to the peasants.

The Legislative Council.

4. The year was important in the history of the Council in view of the fact that it was called upon to choose between cooperation with the Indian Statutory Commission and boycott. The Swarajist and Nationalist parties forced the issue by moving a boycott resolution in February which they succeeded in passing by one vote. In the September session, however, when Government duly moved the election of a committee by the Council to work with the Commission, both parties alleged that they were aggrieved by what they termed a studied insult to the Council

and walked out before the motion was taken up, thereby evading a certain defeat. In their absence, the Council unanimously approved of the election of a committee. The day after their walkout, the Nationalist and Swaraj parties combined to pass a motion of no-confidence—the first in the history of the Council—in the Minister of Education. The motion was carried by the casting vote of the President.

As usual, the Council had to pass the majority of the budget demands without discussion, owing to the excessive time spent on those first presented. It was again objected that Government were starving the transferred subjects in spite of the fact that they received 80 per cent. of the surplus, and some members urged that the whole surplus should have been allotted to them. In the budget discussions, criticism was chiefly directed against Government's policy of borrowing. Members urged that borrowing in the past had been excessive; that this method of raising money withdrew expenditure from the control of the Council; and finally that borrowing to finance unproductive works, such as police buildings and roads, violated sound financial canons. In general, members contented themselves with moving token cuts to draw attention to grievances, but some went to the extent of supporting a motion for the rejection of the entire police demand. The Council, however, rejected the motion by a large majority, while a similar motion, as regards law and justice, was also negatived.

The most important legislative measure of the year was the Settlement Bill. The Bill was a shorter and simpler form of the measure introduced in 1926 which had to be dropped owing to the opposition of the landlords. It was inevitable that the new Bill should meet with opposition. The Nationalist party, which includes a few of the larger landlords, combined with the Swaraj party in voicing what they alleged to be the wishes of the smaller proprietors and forced divisions on two important matters. They desired to fix the percentage of revenue to assets at 25 or 35, instead of 40, and to exempt landlords, paying less than Rs. 1,000 altogether from the payment of land revenue, and to fix the percentage for those paying over Rs. 1,000 on a sliding scale. The Council rejected amendments on both these matters by large majorities; agreed without a division to the retention of forty years as the period of settlement, and passed the Bill finally without vital alteration. They did this the more readily because Government met their wishes by provisions permitting

the discussion of the proceedings of every settlement at each of its more important stages, and by agreeing to include in the Bill a number of matters which had previously been left to regulation by rules.

Two other important Acts were passed during the year, viz., the United Provinces District Boards (Amendment) Act, and the United Provinces Estates (Amendment) Act. The former measure makes important changes in the administration of the educational system of district boards. It hands over the executive functions, at present exercised by the boards, to a committee of from nine to twelve members appointed by the boards. The boards will henceforth, in the sphere of education, confine themselves to general policy and finance. The Act provides for the appointment of three or four educational experts (not board members) on the committee. The chairman of the committee will have all powers regarding appointment and control of teachers (subject to an appeal in case of punishments to the chairman of the district board and the inspector jointly). The deputy inspectors will be *ex officio* secretaries of the education committees. The United Provinces Estates (Amendment) Act widens the scope of the United Provinces Estates Act of 1920. The latter Act conferred the same advantages, in regard to the settlement of their estates, on the big landlords of the Agra province which had been conferred on the taluqdars of Oudh by the Oudh Estates Act. It gave the more important landlords an opportunity to protect their estates from dismemberment, and at the same time, by means of maintenance clauses, safeguarded the interests of all persons having an equitable interest in, or claim on, the estate. It was found in practice that the number of landlords who could avail themselves of the provisions of the 1920 Act was very limited. Accordingly, the 1928 (Amendment) Act, which was a private member's Act, reduces the qualification needed to bring landlords under the provisions of the 1920 Act from payment of Rs. 10,000 land revenue to Rs. 7,000 and thus confers the advantages of the 1920 Act on a much larger number of proprietors.

The Council took an interest in a wide range of subjects. Middle-class unemployment, the administration of the jails, the qualifications and method of appointment of honorary magistrates, the education of the depressed classes, the representation of landlords in the Council, and the situation brought about by the failure of the monsoon, all formed the subjects of resolutions

which usually took the form of a recommendation that a committee, with a non official majority, should be formed to inquir e and report. Thus a resolution, recommending the appointment of a committee with a non-official majority to inquire into, and report upon, jail administration in general, and the treatment of prisoners, in particular, was only withdrawn on a pledge by Government to appoint a committee of inquiry. Again, the Council after severe criticism of honorary magistrates, passed a resolution in favour of appointing a committee, with a non-official majority, to recommend the qualifications and method of appointment and removal of honorary magistrates.

CRIME AND POLICE ADMINISTRATION.

Crime in 1927-28.

5. On the whole the unfavourable economic conditions of the year, due to the partial failure of the monsoon, had very little, if any, effect on the volume of serious crime, which showed no appreciable rise over last year's figures. Communal troubles were somewhat less conspicuous than in the previous year. At the same time, there were two serious communal riots—one at Ol in the Muttra district, and the other at Bibra in the Moradabad district, and there were riots at ten other places throughout the province. The strain on the police at the time of the various festivals still continues; four of the riots that occurred took place on the occasion of some festival. Tension between the two communities was particularly noticeable in Bahraich, and the Ballia and Gorakhpur districts. Additional police had to be stationed at two new places during the year on account of communal trouble and continued to be stationed for varying periods at six other places for the same reason.

The successful efforts of previous years to deal with the dacoity problem were well maintained in 1928. It is probable that despite the failure of the monsoon the final figures will show no increases in the second and third ranges, and that there will be a substantial decrease in the first range. The figures for the first ten months of the year show a marked decrease for this range, due chiefly to the good work of the special dacoity police. It can now be safely said that no important dacoit gangs exist from Dehra Dun to Aligarh, and when the Aherias of Rustamgarh, Bulandshahr district, are disposod of, it is hoped that all serious dacoity in this formerly notorious area will be brought to an end.

The energies of the special dacoity police were devoted, for the most part, to carrying through the prosecution of the numerous gang cases to which the operations of the previous year had committed them—with results that were generally satisfactory. The campaign against dacoity was however carried on by the district police, and gallantry was displayed in more than one encounter with armed dacoits. The Meerut police did excellent work in breaking up a very dangerous gang under the notorious leaders, Munshi and Kaley; on one occasion an inspector was shot in the face from within a house and a constable was shot dead whilst tenaciously pursuing Kaley. The Agra police did well against the armed gang from Bharatpur of which two members were shot and two wounded. Ram Prasad Singh, whose gang was responsible for four dacoities in the Allahabad district, has recently been hanged for murder.

There was little change in the number of robberies during the year. A marked decrease in Gorakhpur is probably due to restrictions under the Criminal Tribes' Act on the local Karwals. There has again been a slight increase in murder cases.

Unfavourable economic conditions did not bring about any marked increase in burglary cases probably owing to the fact that the police have more time to deal with this form of crime on account of the fewer dacoities.

The cattle theft police continued to work chiefly in the western districts. While the number of convictions generally has not gone up in proportion to the increase in the number of reports, it is possible that the relatively low number of reports in the first range (even after the introduction of the new rules as to reporting) may be due to the operations of this force. The other two ranges show increases of 30 and 40 per cent. in the number of reports, due to the introduction of the new rules.

Police administration.

6. Complaints are still made as to the inadequacy of the present force of chaukidars for maintaining efficient surveillance. It has been decided to restore about one-sixth of the number reduced as soon as funds are available. The increased strain thrown on the armed police by the developments of recent years has, to some extent, been relieved by the increase in the strength of the armed emergency reserve sanctioned last year.

The number of junior gazetted officers available for district work has not been quite adequate, and some districts had to go without a deputy superintendent.

THE ADMINISTRATION OF JUSTICE.

Criminal justice.

7. There was a welcome diminution in the volume of serious crime throughout the province during the year. Though Oudh showed an increase in the total number of offences reported, both provinces showed decreases in offences under the Indian Penal Code. In Oudh the increase in offences against public tranquillity and religion may be attributed to communal tension between the two principal sections of the community.

False and frivolous litigation still forms a considerable percentage of total litigation. In Agra the percentage of persons under trial, who were discharged or acquitted, was more than 50, while in Oudh it was about 63. The number of witnesses unnecesarily summoned (15 per cent. in Agra, and 18 per cent. in Oudh) shows no signs of decrease.

The average duration of trials in all courts in Agra was again ten days. In Oudh the average duration in magisterial courts fell from eleven to eight days, while in sessions courts it increased from 52 to 56 days.

Both the High Court and the Chief Court again praised the work done by honorary magistrates, which undoubtedly relieves regular courts of a large number of cases.

As in past years, a number of temporary and additional judges were appointed to relieve the regular courts.

Civil justice.

8. In Agra the total number of suits instituted was the highest on record, but there was a slight decrease in Oudh for the second year in succession. In Agra the increase in small cause court suits is probably to be attributed to the policy of the High Court in conferring small cause court powers as widely as possible.

The number of disposals, both in Agra and Oudh, showed increases. In Agra while the duration of both contested and uncontested cases in the courts of district judges showed a considerable decrease, there was a considerable increase (from 87 to 183) in the duration of contested cases in subordinate judges' courts, probably in part due to the fact that the extension of the powers of munsifs has relieved courts of subordinate judges of suits of lesser valuation and so left them with a greater proportion of suits of higher valuation which usually are of longer duration. In Oudh there was a marked increase in the duration of contested cases before district judges.

The High Court at Allahabad.

9. An additional judge was appointed from November 5, 1928.

AGRARIAN PROBLEMS.

10. It is too early yet to form definite conclusions on the working of the Agra Tenancy Act, but, as the figures given in chapter II, part II, show there has been a marked decline in suits for ejectment on grounds other than for arrears of rent, which are less than one-fifth of the number in 1922-23, the last normal year. Of these, almost one-half represented suits under section 44 resulting from the struggle for *sir* and statutory rights which is inevitable in the first year of the Act, but is not likely to continue. The striking fall in the area from which ejectment was ordered for reasons other than arrears of rent, represents a very substantial decrease in litigation, only counterbalanced to a very small extent by an increase in ejectment on account of arrears of rent. Less than one-third of the number of applications for ejectment for arrears of rent were successful, and there is every hope that in future years a marked decline will occur. On the whole, tenants would appear to have suffered much less disturbance than in previous years. As soon as the position with regard to *sir* land and the acquisition of statutory rights has established, litigation should diminish substantially. Tenants are generally reported to be fully satisfied with the Act, but reports show that the opinions of zamindars are divided, and complaint has been made that the value of land has decreased owing to the fact that zamindars cannot readily eject their tenants, or enhance rents, and that consequently the difficulty of borrowing on mortgage has greatly increased. On the other hand, the misuse of the land acquisition section by landlords, in some districts, has come in for criticism.

The Land Revenue Amendment (Settlement) Bill, a measure which codifies the principles governing settlements, was passed by Council in the December session. It embodies the four major concessions, which were given to landlords by Government in the shape of rules after its predecessor, the 1926 Bill, of which it is a modified and simpler form, was withdrawn, i. e., compulsory allowance on proprietary cultivation ; reduction of the normal incidence of assessment from 50 to 40 per cent. of the assets; extension of the settlement period from 30 to 40 years; and limitation of enhancement to one-third of the expiring demand.

In addition, the Bill makes many further concessions to landowners, e.g., it curtails the power of the settlement officer to declare rents inadequate; it excludes rents of tenants of from

twelve to nineteen years' standing from the basis of circle rates; it requires the settlement officer to obtain the sanction of the Board of Revenue before he increases village rates by more than 12½ per cent.; it excludes from the definition of assets areas and sources of income which were formerly assessed; it excludes newly reclaimed land from assessment for fifteen years and then fixes the percentage of revenue on such land to assets at 25 per cent. instead of 40 per cent. at the start; finally it gives opportunity to both landowner and tenant to object at every stage of the proceeding. Under the measure, Council will have an opportunity to discuss the settlement proposals of each district at three stages; first the report of the forecast, secondly the assessment proposals, and thirdly the final settlement report, and any resolution passed must be considered by Government. The Bill has not yet received the assent of higher authority necessary before it can become law.

AGRICULTURAL CONDITIONS.

Rainfall and its effects on crops.

11. Owing to general rain in October, 1927, there was an increase of 6 per cent. in the area under *rabi*. The area under wheat and barley was over 1,100,000 acres more than in the previous year; but the abnormal rainfall in February (accompanied in some parts by high wind and hail) very much reduced the outturn. The yield of wheat was only 75 per cent. of the normal on the area sown, while that of barley and gram was only 70 per cent. Light rain fell in June, but there was a marked shortage in the Agra and Allahabad divisions, and parts of Rohilkhand, Bundelkhand and Oudh. The second week in July saw very heavy rain in most districts, but on the whole the month was one of short rainfall—especially in the Agra and Allahabad divisions. Rainfall in August and September was very scanty—the Agra division suffered notably, and crops sustained serious damage in almost every district in the province. The rainfall in October was, however, above normal in more than half the districts of the province, and benefited the crops wherever they had survived the drought.

The total *kharif* area sown showed a decrease of 0·4 per cent. from that of last year and 6 per cent. below normal. The areas of rice and *juar* fell respectively by 3·6 and 7·2 per cent. The *kharif* crop failed in about 8 per cent. of the area sown and nearly all crops suffered in varying degrees from lack of rain. The outturn of all the principal crops, except cotton, was far below

that of last year. Rice suffered most—the yield of early rice being just under half of the normal (45 per cent.), while that of late rice was two-fifths of the normal (40 per cent.). Maize was 70 per cent., and *juar*, *bajra* and pulses only just over half of the normal (55 per cent.). Cotton, on the other hand, was three-fourths of the normal (75 per cent.).

Prices.

12. Prices of the chief grains showed a small but steady decrease in the last four months of 1927 which continued in January 1928. In February, however, prices began to harden under the influence of bad weather conditions, which affected the standing *rabi* crops until May when there was a slight decrease except in the case of rice. Thereafter prices gradually rose until the end of the year owing to the comparative failure of the monsoon. The rate for wheat, which stood at 8·29 seers to the rupee in January 1928, was 5·63 seers in December 1928, and the corresponding figures for barley and gram are 12·15 and 9·35 seers in January, against 6·99 and 6·47 seers in December.

The following comparative statement shows the course of prices during the past three years (in seers to the rupee):—

	Wheat.	*Barley.*	*Gram.*	*Rice.*
July 1926	6·78	9·37	9·10	5·03
December 1926 ...	7·31	9·89	9·42	6·05
July 1927	7·76	10·87	9·38	5·43
December 1927 ...	8·26	11·78	9·29	6·22
July 1928 ...	6·91	10·95	8·82	5·40
December 1928 ...	5·63	6·99	6·47	5·02

Condition of the agricultural classes.

13. The condition of the people remained surprisingly good despite the succession of bad seasons. Public health was good. The death rate, though higher than that of last year (which was the lowest on record), was lower than the average for the preceding quinquennium, and was not visibly affected by the bad economic conditions of the year.

IRRIGATION.

14. The abnormal winter rains in February, 1928, led to a decrease in the irrigated area of over 46 per cent.; canal irrigation decreased by about 21 per cent. and the area irrigated by wells by about 47 per cent.

Sarda River Barrage from downstream.

The total area irrigated by canals decreased from 2,989,516 to 2,337,251 acres, and the value of the crops irrigated fell from Rs. 1,955 lakhs to Rs. 1,475 lakhs. The gross revenue rose from Rs. 162·89 lakhs to Rs. 164·48 lakhs, but the net revenue fell from Rs. 97·39 lakhs to Rs. 97·19 lakhs. The return on the total capital outlay on productive works was 1·70 per cent., but if the total capital outlay on the Sarda canal, amounting to Rs. 713 lakhs be omitted, the net return comes to 5·88 per cent. Unproductive works showed a loss of 4·75 per cent. as against 4·84 last year.

The *rabi* area under irrigation was only 1,155,461 acres as against 1,778,645 acres last year. Owing, however, to the partial failure of the monsoon the 1928 *kharif* irrigated area showed a marked increase from 1,182,000 acres last year to 1,597,217 acres.

Development.

15. Unexpected spates in the cold weather delayed progress in the headworks of the Sarda canal, and water could not be let down until June 19. When the monsoon appeared to be failing, water was passed down to the Deoha river and thence into the Deoha-Bahgul feeder to supply the new and extended channels of the Rohilkhand canals in the Bareilly and Shahjahanpur districts, all of which had been completed by that time, and many thousand acres of crops, which would otherwise have been completely destroyed, were saved. Some *kharif* irrigation was also done in a few channels in the Hardoi, Kheri, Bisalpur and Nigohi branches. At the close of the year nearly all the irrigating channels in the Pilibhit, Shahjahanpur, Kheri, Sitapur and Hardoi districts, and a few in the Lucknow and Bara Banki districts were running. There was an intense demand everywhere, and it was only the want of a complete system of village watercourses that retarded the development of irrigation on all channels. The reconstruction of the canal road bridge across the Jagbura river is in progress. The Sarda canal was formally opened by His Excellency the Governor on December 11, 1928.

Great strides have been made in the development of the hydro-electric resources of the province. Reference was made in last year's report to the Bhola and Sumera hydro-electric schemes. These schemes have now been worked out in detail, and funds were allotted by the Council for work during 1928-29. The Sumera scheme provides for the pumping of 110 cusecs from

the Kali *nadi* into the Ganges canal at Sumera in the Aligarh division by means of hydro-electric power to be developed from the Palra falls. Surplus power from the scheme is to be used to supply electricity to Khurja and other towns.

The Bhola scheme provides for a power station at the Bhola falls to supply Meerut, Hapur and Ghaziabad with electricity.

A third scheme, which was under survey last year, has now been fully worked out. This scheme provides for a great extension of the power station at Bahadrabad, which will enable power to be trasmitted through Bijnor into Moradabad to supply the towns and certain rural areas with electricity, and also provides for the pumping of 200 cusecs from the Ramganga river in Bijnor district for the irrigation of parts of Bijnor and Moradabad districts. The estimated cost of this portion of the scheme is Rs. 47 lakhs; contracts for the supply of plant have already been given, and construction of a weir and pumping station on the Ramganga started.

These schemes, though excellent in themselves, are isolated, and their usefulness limited to a circumscribed area. During the present year, however, a scheme for a comprehensive system of hydro-electric supplies from the falls of the Upper Ganges canal has been worked out. This system will link up the Bahadrabad, the Bhola and Sumera schemes by a double-circuit feeder line, so that when the consumption of these three installations develops to the extent of the total power of the stations, additional installations can be constructed at intermediate falls. This, together with the Ramganga line, will form an electrical "grid" covering Saharanpur, Muzaffarnagar, Meerut, Bulandshahr, Aligarh and Moradabad districts. Schemes worth a crore of rupees have been sanctioned, and about Rs. 19½ lakhs allotted for expenditure during 1928-29. In connexion with the Ramganga scheme it is proposed to construct two tube wells; one in Bijnor and the other in Morabadad, for demonstration purposes. Supply from these wells will be pumped into small irrigation channels. Special rates will be charged for this irrigation according to the actual cost. If the experiment succeeds the scheme may be extended to areas which lack irrigation facilities. In view of the fact that the opening of the Sarda canal marks the full utilization of the available supplies of river water in the province, and that it is on the tube well that any further large extension of artificial irrigation must depend, this scheme is one of great promise.

All canals were running throughout the year except the Upper Ganges canal, which was closed for a few days in September. No damage was caused to any canal works. Most of the tanks in Bundelkhand and Mirzapur did not fill up to their full capacity. On account of alterations carried out to the Bhimgoda weir and the Solani aqueduct the Upper Ganges canal was able to deliver 600 cusecs above the normal full supply, and this extra water supply proved very useful. Supplies of canal water in October and November were adequate but fell off in December. The *rabi* area irrigated up to the end of December including 144,000 acres irrigated from the Sarda canal, is 1,789,818 acres. This is an increase of 726,864 acres over last year's figure.

AGRICULTURAL DEVELOPMENT.

16. The Agricultural Department continued to expand, and considerable progress was made in all branches of its work during the year. The most important event of the year was the publication of the report of the Royal Commission on Agriculture. A preliminary examination of the main recommendations affecting this province was undertaken, and the conclusions arrived at were discussed at a conference of provincial representatives at Simla in October 1928. The recommendations to which effect can first be given, and which will produce immediate results, are those relating to extension work, such as demonstration on the cultivators' fields, the introduction of better varieties of crops, and district cattle-breeding. The department possesses knowledge which can be spread over a wider area than is at present covered by its activities. The chief essentials for a forward policy are a steady increase in the subordinate agricultural service, and a proportionate increase in the supervising staff. This will entail a corresponding increase in expenditure. Rupees 4·08 lakhs is the average annual cost of the additional staff required by the Director to enable the department fully to carry out its aim, the creation of an organization which will place expert advice on agriculture and cattle-breeding, better seed, better implements, and instruction in new methods within the reach of every villager. But when the increased return, which is possible from all varieties of crops by the effect of better seed and improved methods of cultivation is considered, the extra expenditure required may be viewed in its proper perspective. The increased production from the adoption of such methods is

estimated as having already reached a value of almost three crores of rupees in the year under review.

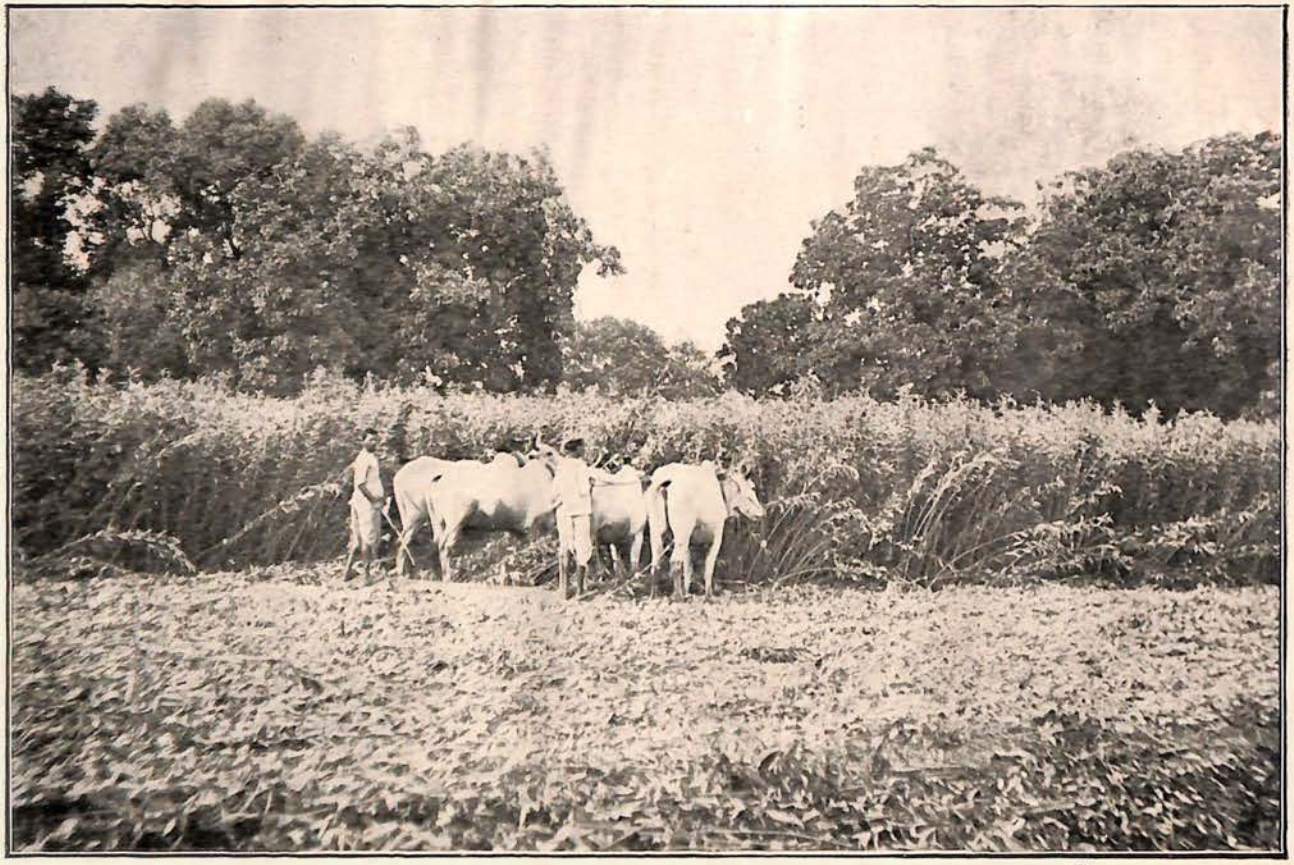
In accordance with the strong recommendation of the Royal Commission, a list of urgent problems, requiring joint investigation by the Agricultural and Irrigation departments, was drawn up in collaboration with the Irrigation Research Officer, and work on these problems will be started in due course. The most important of them is the accurate measurement of the amount of water required to mature full crops under variable conditions of soil treatment. A short course in agriculture for irrigation officers is to be held at the Shahjahanpur farm, and the Irrigation Research Officer will give a course of lectures on irrigation to the senior classes of the Agricultural College.

Improvement of produce.

17. The Entomologist to Government continued his investigation of methods of control of the pink boll-worm, while the Plant Pathologist's research work on the potato has given definite results in regard to cold storage, control of mosaic disease, and potato rot. Elsewhere rust resistant strains of linseed were evolved, and new strains of barley of great promise have been isolated. Control measures against mosaic disease of sugarcane, at farms in the Central and Rohilkhand circles have been successful, and a control system worked out for the eastern area. Large quantities of disease-free planting sets will be available by 1930. The area under Coimbatore Sugarcane Co. 290 is rapidly increasing. The demand for A-19 cotton was so great that it could not be satisfied, and this variety has spread over the western districts and into Rajputana. A method of green manuring for sugarcane, with *sanai*, which has given promising results, is being tried. Further investigation is required to ascertain the most effective application of canal water, both for growing the green manure crop and producing subsequent decomposition in the soil.

Following on the establishment of a hill circle the department carried out preliminary agricultural surveys of (1) the Tarai and Bhabar tracts of the Naini Tal district, and (2) the Almora district, and programmes of work are being drawn up for use as funds become available.

The Royal Commission on Agriculture emphasized the need for village demonstration. This work is increasing satisfactorily in these provinces, and is the central feature of the work of



Sanai for green manuring, Gorakhpur farm.

the department. It was carried out on 195,430 acres this year as compared with 122,125 last year, and has had its effect in the increased demand for improved ploughs, the superior varieties of seed distributed by the department, and the increase in the number of farms worked with the advice of the department. The number of seed stores increased from 148 to 161. That the improved varieties of sugarcane have now firmly established themselves is shown by the fact that there was a drop of almost 20,000 maunds in the distribution of sugarcane seed, due to the fact that most cultivators can now obtain improved seeds from their own or neighbouring villages. The work of the department in establishing improved sugarcane so widely is enabling the cultivator to make use of the new irrigation facilities provided by the opening of the Sarda canal at once and there will be a large increase in production when the canals are running regularly.

There are now 1,115,000 acres under improved varieties of wheat, 210,000 under better cotton, and 135,000 under better sugarcane. The total area under improved crops is over 1,600,000 acres, and the increased earnings of the cultivator about three crores.

Seventy-three tube wells were completed during the year, and the district boring staff was employed on the work of improving the water supply in 705 existing wells, and of locating 234 new wells. The number of successful borings was 74 per cent. Forty thousand acres have been added to the protected area within the past five years.

Cattle-breeding.

18. Very satisfactory progress was made during the year. The department acquired 2,241 acres of land at Jhansi for a third cattle-breeding farm, and intends to start work on the formation of pedigree herds of the more important Bundelkhand breeds. The Muttra farm was extended. The selective breeding of Hissar cattle on the basis of milk production was continued. This type has been selected for the development of a dual purpose breed. Experiment was also continued into the comparative merits of the Sahiwal cow and Murrah buffalo as milk producers under *terai* conditions.

An important discovery, which will have a great effect on livestock throughout the province, was made during the year. It was discovered that much young livestock is heavily infested at a certain period of growth with intestinal parasites which

develop, if the animal's vitality be lowered from any cause, such as disease, and check the further growth of the animal. This condition is very general throughout the province, and the loss of young livestock must be enormous. Cheap lines of treatment are being tried.

Six hundred and thirty-five bulls were issued during the year against 262 last year, and of these, 370 were located in six districts in accordance with the policy of concentration on definite areas, and the supervision of breeding operations in those areas, which the Royal Commission on Agriculture has commended for adoption by other provinces.

Rinderpest was responsible for an increase in animal mortality in 1927-28 and three-fourths of the deaths of animals from epidemic diseases were due to this disease. The marked rise in the total number of inoculations is a welcome sign, and shows that people are at last realizing the efficacy of this method of treatment.

Education.

19. The training school at Bulandshahr continues to do good work. One hundred and eight pupils passed out after a two years' course, and 34 from the teachers' class for teachers of district boards' schools. Results at the Cawnpore Agricultural College were much more satisfactory than last year. A weekly programme of practical agricultural work for each class has now been prepared and the number of holidays cut down.

Public gardens.

20. The weather was, on the whole, favourable for fruit and other crops. In spite of a severe hailstorm in May, which did considerable damage to the fruit crop in the Government fruit farm at Chaubattia, there was a marked increase in the outturn. The staff was engaged in experiments in budding and grafting, and in the destruction of pests by mechanical and bacteriological methods during the year.

FORESTS.

Disforestation and afforestation.

21. In Kumaun the villagers continued to cooperate with the department in carrying out the controlled burning, which is an outstanding feature of fire-protection measures there. A total area of just under 60,000 acres was burnt in 1927-28, and nearly half the area thus burnt in Naini Tal was burnt with the help of villagers. Every possible consideration is given in this burning to the local requirements of villagers, and in particular it is delayed until the latest possible date.

In accordance with accepted policy a considerable area was disforested in Kumaun during the year. The removal of large areas of forest from departmental control has resulted in a very noticeable degree of deforestation with all its attendant evils, and it is generally recognized that the present state of affairs is highly unsatisfactory. Accordingly, Government deputed an officer to study the system of communal control through *panchayats* which obtains in Madras, with a view to its adoption, if practicable, in Kumaun. This officer's report, together with the recommendations thereon of the Kumaun Forest Committee, is now before Government.

22. Progress continued to be made in the solution of the most important problem before the department, namely, the regeneration of *sal*. The Taungya system, which is much appreciated by the villagers, is giving sure results, and a rapid rate of growth, while regeneration by coppice, the system in force where trees of medium or small size are desired, is generally making excellent progress. The regeneration of *chir* pine which, next after *sal*, forms the most extensive forests in the province made good progress in Chakrata, and has improved in Kumaun, an area hitherto backward. Regeneration there, which depends almost entirely on successful protection of the young crops from fire, has benefited owing to the absence of serious fires since 1921, and the occurrence of a good seed year in 1926. Production.

Produce valued at Rs. 66·28 lakhs was removed from the forest controlled by the department during 1927-28. Of this, Rs. 53·20 lakhs represent the value of timber and fuel. The output of resin for the same year was 6·36 lakhs representing an output of 105,597 maunds. The average yield obtained, 5·93 maunds for 100 channels, which hitherto constituted a record, rose to almost 6½ maunds in 1928, owing to the heat which followed the failure of the monsoon. The total surplus received from the resin industry in the financial year was over three lakhs. The surplus for the year rose from Rs. 25·37 lakhs to Rs. 32·26 lakhs, owing more to better prices than increased outturn. The large demand for railway sleepers, amounting to Rs. 25 lakhs provided an assured market for a considerable proportion of the outturn. The arrangement by the department of these supplies, on behalf of forest contractors, reduces the amount of capital which purchasers have to invest, induces a

feeling of security, which results in better prices than would otherwise be obtained, and is an outstanding feature of the forest administration in this province. Similar orders as regards price and quantity were obtained in 1928 by the Conservator who arranged sleeper supplies with the railway sleeper pool.

Communications.

23. Both the Nandhaur valley and the Gorakhpur tramways showed good results during the year. The latter tramway is so located that there will be a continuous supply of timber to be carried, as restocking of the forests exploited is proceeding regularly with the fellings.

General.

24. The failure of the monsoon gave rise to a special call on the department for fodder. An Indian Forest Service officer was placed on special duty in this connexion. Hay operations are in progress in the forests of Banda, Jhansi, Etawah, Jalaun, North Kheri, Saharanpur, Dehra Dun and Lansdowne. It is anticipated that over three lakhs of maunds of hay will be required.

The Sarda canal, which runs for many miles through *sal* forests, was opened for irrigation in October, 1928. A rise in the water level of lands adjacent to the canal seems inevitable, and the death of *sal* trees on a large scale is probable. On the other hand, it is hoped that the irrigation of the *chandars* (large areas containing masses of *sal* shoots which are cut back every year by frost, and therefore cannot get beyond a height of about six feet) will be a protection against frost, and cause these areas to become high forest. Large scale experiments have begun.

INDUSTRY AND TRADE.

25. On the whole, there was a slight improvement in the condition of industry in 1928 over previous years. The number of hands employed in factories increased from 85,507 to 88,319, increases being shown in textile manufactures, and food, drink, and tobacco factories, and decreases in engineering. Cotton mills had to curtail output, as the rise in the price of cotton goods was not sufficient to cover the additional cost of production due to higher prices of the raw material, while the hand-loom industry was unprofitable, as the unorganized worker was unable to pass on the increased cost of the raw material to the consumer through the middleman. In the woollen trade cheap continental products continue to undersell the Indian article. Sugarcane factories made little profit owing to the very low price for imported sugar,

and most *gur* refineries had to work at a loss. The rise in the price of raw hides had some effect on the tanning and leather-working industries, and business in the boot and shoe trade, particularly at Agra, was unsatisfactory. Except in the Cawnpore factories, this industry is an unorganized cottage industry, and as such finds it increasingly difficult to meet factory competition, either home or foreign, with success.

On the other hand, some industries improved their position. Sales of Jehangirabad prints increased by 50 per cent., and Farrukhabad prints did fairly good business. Aerograph printing, introduced by the Government Dyeing School, has become popular, and is likely to establish itself at many centres. Silk manufacturers did not find much difficulty in disposing of their output at profitable prices. The glass industry had sufficient orders to keep labour employed, and some factories installed machinery and Japanese type furnaces. The oil industry prospered, and several mills extended their crushing plant and effected improvements in their subsidiary plant. The wood-working trade did well and absorbed a larger number of workers.

Conditions were fairly satisfactory in the engineering trade, but the reorganization of the State Railway workshops resulted in a large number of skilled mechanics being thrown out of work. The lock factories at Aligarh had a good year. Manufacture of scientific instruments at the Dayalbagh, Agra, was profitable, and a start was made there in the manufacture of laboratory instruments and barometers. The Bareilly match factory worked successfully during the year and for some time worked double shifts but the factories at Agra and Muttra had to close down. The year was, not on the whole, a good one for the artistic industries.

Conditions of employment

26. A large scheme for providing quarters for 20,000 employees at Cawnpore was discussed at a meeting attended by representatives of the mills, the improvement trust, the municipal board and the Upper India Chamber of Commerce. Under this scheme, the improvement trust is to provide building land, the municipal board roads, water, lighting and drainage, and the improvement trust and private enterprise are to undertake the building of houses. The mills are to purchase the houses and pay for them by equated annual payments. A government loan will probably be needed for the carrying out of the scheme.

INDUSTRIAL DEVELOPMENT.

Problems of industry.

27. The difficulties in the way of industrial development remain the same as those touched on in previous reports. The disinclination to manual labour of the classes whose education fits them to become skilled craftsmen, the present inability of the labouring classes to avail themselves fully of the advantages of technical training, and the lack of an industrial tradition (except in the artistic handicrafts) combine to make trained labour scarce. On the other hand, the indifference of the industrialist to the use of scientific methods either of production or management in his business hampers the expansion of industry which is further checked by the traditional tendency of capital to seek employment in the distributive trades or purchase of property rather than in industry—a tendency which makes for an absence of that spirit of enterprise without which there can be no development. To meet this position the Government policy aims at improving the standard of technical training by expanding educational facilities and demonstrating improved processes and appliances. At the same time it tries to help the industrialist by placing at his disposal a research staff ready to solve the problems that arise in his business and by collecting useful information relating to industry.

Goevrnment aid.

28. During the year under review, Government continued its efforts to improve technical education in every possible way. Eleven new schools were opened during the year, and the total number of these institutions is now 112, with an enrolment of nearly 3,500. Eight short-term foreign scholarships were awarded for the study of subjects ranging from electrical engineering to the manufacture of optical lenses. Two long-term scholarships were awarded respectively in mechanical and electrical engineering and sugar technology.

Demonstrations were given in weaving, leather-working, dyeing and printing, at various exhibitions throughout the province, while model weaving schools sent out demonstration parties into the interior of the districts with encouraging results. A very successful departmental exhibition was held at Lucknow which was attended by 12,000 people, and at which sales amounted to Rs. 14,000. The department assisted the institution and development of new industries with loans and grants amounting to Rs. 74,000.

The department rendered further aid to industry by placing its technical knowledge at the disposal of industrialists, mainly those concerned with the development of minor industries. A typical instance of the assistance thus rendered was the discovery of a formula for the preparation of match-heads.

Through the activities of this branch of the department kiln-seasoning is now becoming a practical proposition, and there is a prospect of its being adopted by various firms.

Finally, the Stores Purchase Department made purchases from local manufacturers to the value of Rs. 10·95 lakhs. By the purchase of cement pipes to the value of more than Rs. 81,000 the department helped a local industry which has hitherto been struggling for existence.

General.

29. In every direction there are unmistakable signs that the cottage industries, for which this province has enjoyed a long-standing reputation, are seriously hampered in both home and foreign markets by the lack of organization in all branches of their work. The history of modern industry shows clearly that the efforts of the manufacturer should not cease at the production stage. The sale of the manufactured product is now a part of his work which calls for both skill and capital. Standardization, advertisement, and regularity of supply are essential if he is to compete successfully in the open market. In all these points the cottage industrialist is almost entirely deficient. The problem before the department, so far as cottage industries are concerned, is not so much to improve manufacture as to help in the disposal of the product at competitive rates.

COMMUNICATIONS, BUILDINGS AND POWER.

Railways.

30. Work on the three new railway lines, mentioned in last year's report as having received the sanction of the Railway Board, i.e., the Chandpur-Bijnor-Muazzampur Narain line, the Unao-Madhoganj line, and the Lucknow-Sultanpur-Jaunpur line, has begun. On the Agra-Bah line, the section, Agra-Kasba Fatehabad, was opened to traffic on September 17, 1928, and the remaining section will be opened in February 1929. In addition, the Railway Board have sanctioned the construction of the Kartal-Kamasin line.

Roads and bridges.

31. Progress on the scheme for the reconstruction of roads, under the care of the department, was well maintained. One hundred and fifty-five miles of reconstruction were completed, and Rs. 25·33 lakhs spent on this work making a total spent

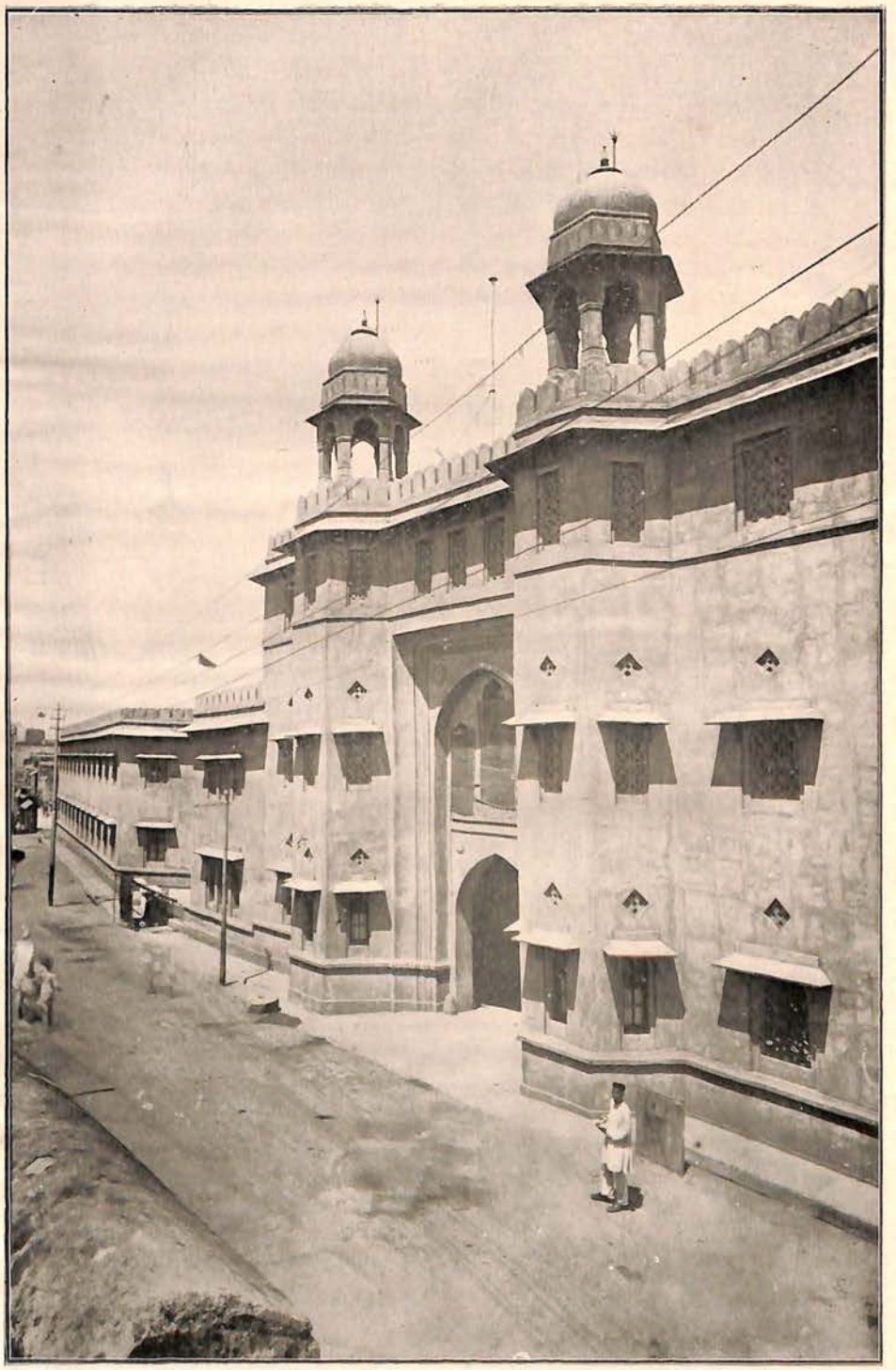
up to date, of Rs. 65·11 lakhs out of the Rs. 140 lakhs sanctioned for the programme. Of the various methods of construction employed, that of cement concrete has given the most satisfactory results. Accordingly it has been decided to use this material for the road between Cawnpore and Unao, and the approaches to Cawnpore on the Hamirpur and Jhansi roads. Cement concrete appears to be the only material that will stand the heavy bullock-cart traffic that prevails on the approaches to the big towns.

New construction absorbed Rs. 1·60 lakhs, and satisfactory progress was made on all roads. Work was started on the Phaphamau-Hanumanganj road which will give through communication between Allahabad and Benares all the year round. Rupees 36·40 lakhs were spent on repairs to roads.

The pontoon bridge over the Ganges at Mirzapur was further lengthened. Work on the Lachhmanjhula suspension bridge was delayed owing to difficulty in obtaining rock foundation at a reasonable depth. Another site had to be selected, and satisfactory progress was made.

Buildings. 32. Excellent progress was made in the building programme for the Police Department. Twenty major works were completed during the year—the most important being the Agra and Bareilly kotwalis at a cost of Rs. 5·26 and 2·11 lakhs respectively. Work was started on eight new buildings during the year, and seventeen were in hand. The Science wing of the Intermediate College, Allahabad, was completed, and satisfactory progress was made on the Hygiene Institute, Lucknow, the Technological Institute, Cawnpore, and the Museum, Muttra, the other most important works in progress.

Electricity. 33. The condition of the province as regards provision of electric light and power in the chief towns, which has hitherto been backward, is now being improved. At present eleven towns have electrical systems, and four new power stations were opened during the year at Benares, Gorakhpur, Bareilly and Roorkee. Licences have been issued for two more towns, and supply should begin within two years, while the issue of licences for the two important towns of Meerut and Moradabad is held over in view of the proposed supply to those towns by the Irrigation Branch of the Public Works Department.



The Kotwali, Agra.

Organization of the Public Works Department.

34. The arrangement by which the Revenue Secretary to Government assumed charge of the duties of the Secretary, Public Works Department, Buildings and Roads Branch, worked satisfactorily during the year, as did the scheme for the amalgamation of district with divisional offices. The latter arrangement has resulted in a considerable saving in establishment and correspondence, and has given the executive engineer better control of the works under his charge.

THE COOPERATIVE MOVEMENT.

Administration.

35. The most important event of the second half of 1928 was the registration of the United Provinces Cooperative Union which gives effect to the recommendation of the Oakden Committee on the separation of supervision from finance. The Union, which replaces the Standing Committee of Cooperators, a merely advisory body, relieves those central banks, which have joined it, of the duties of supervision of primary societies and leaves them free to devote themselves to finance—their proper function. Besides supervision, the Union will carry out such other work as propaganda and the publication of the journals of the movement. The Registrar of Cooperative Societies is the *ex officio* President of the executive committee in which powers of administration are vested, subject to the general control of the provincial committee. Government made a grant, during the year, of Rs. 20,000 to enable the union to maintain a competent and efficient staff.

Three new inspectors were appointed during the year and one additional inspector was appointed for cottage industries. This brings the total to 51 and there is now only one vacancy left. The training of supervisors at Partabgarh proved to be a success; instruction was given in agriculture and scouting as well as cooperation. An extension of the course, at present only four months in length, may prove necessary.

Progress in 1927-28.

36. The policy of the department in closing down bad societies and removing undesirable members resulted in a fall of 177 in the number of primary agricultural societies, which now number 5,697 as against 5,874 last year, and a decrease in total membership by 9,000. The department is proceeding with the reorganization of societies by the appointment of a member of each society as secretary, the overhauling of the *panchayats*, and the enlistment of new members, together with the reorganization of their financial position.

The total capital involved in the movement is Rs. 201·86 lakhs, and of this Rs. 80·4 lakhs represented paid-up shares and reserve fund—or roughly 42 per cent. Collections of amounts due to primary agricultural societies decreased from Rs. 39·78 to Rs. 34·86 lakhs. Overdue loans have gone up from Rs. 28·43 to Rs. 31·82 lakhs and now amount to 41 per cent. of outstandings as against 39 per cent. last year. It cannot be said that the financial position of primary agricultural societies is good. Though the number of societies that distributed dividends rose from 675 to 792, 691 societies worked at a loss, and in the case of 748 the loan due to the bank exceeds the loan recoverable by the society and its members. In 687 societies the share money realized from members is less than the share investments made by the society in the bank. Finally, there are 2,172 societies in which more than 50 per cent. of the money to be recovered is overdue. Progress has been made in the liquidation of societies, and a hopeful feature of this work is the greater co-operation between the tahsil and cooperation staffs in the collection of amounts due from members of liquidated societies.

Two new central banks were registered during the year, but the Central Weavers' Bank at Sandila had to be liquidated, as also the district bank at Budaun. Money due to central banks increased from Rs. 60·82 to Rs. 63·22 lakhs.

The attempt to help cottage industrialists in their chief difficulty, i.e. the sale of their finished products goes on, but the difficulty of supervision and guidance of these scattered societies is great. A yarn store has been started for the Agra durrie-makers, and efforts are being made to develop the rest of the work there. The brass-workers' society at Oel in Kheri is not working well, and the hosiery society at Lucknow is not flourishing. The glue-makers' society at Cawnpore did fairly good work.

Of the Government loan of Rs. 20,000, Rs. 10,000 was allotted to Agra, Rs. 5,000 to the reorganization of a yarn store at Sandila, and Rs. 5,000 to the newly-formed industrial federation at Bara Banki. Thrift societies have not spread as rapidly as was expected, but the teachers' thrift societies have prospered, and are likely to find imitators. Three new societies were opened during 1928. The stores societies are not working well, and housing societies have not as yet done much work.

Future progress.

37. Future progress is bound to be slow. The efforts of the department to reorganize the existing societies so as to make

them realize that the meaning of cooperation is not to lend money at cheap rates, but to improve their business, their farming, and their living, must necessarily take long to produce an appreciable result, as they amount to an attempt to effect a revolution in the minds of the people concerned. On the whole, some genuine improvement has taken place, and there are signs of a growing spirit of self-reliance and independence which are very hopeful for the future.

EDUCATION.

General development.

38. The rate of progress of previous years was well maintained in the year under review. Total enrolment increased by 6 per cent. and now stands at 1,435,000. Expenditure increased by over Rs. 16 lakhs to Rs. 354·06 lakhs of which Government contributed nearly 58 per cent. A beginning has been made in the extension of compulsory primary education in rural areas under the new Act. Government have so far sanctioned the schemes of nineteen district boards for compulsory primary education in selected areas, and the department has, in addition, approved the schemes of fourteen other boards. There are, however, formidable difficulties in the way of which not the least is finance. District boards have comparatively inelastic funds, and hitherto 90 per cent. of the increased cost of education has been met by Government, while the share borne by district boards has remained almost stationary. Lack of money acts as a check on extended application of the principle of compulsion. Again, the distance between home and school in rural areas, together with the part played by child labour in rural economy, will create additional obstacles. Government have also sanctioned schemes of six more municipal boards for compulsory primary education, and the number of municipalities in which it is in force is now 36.

The United Provinces District Boards (Amendment) Act, which was passed by the Council in February 1928, has for its object the improvement of the administration of vernacular education under district boards. It provides for an education committee of the board, of which the deputy inspector of schools will be secretary. This committee will administer the boards' educational system, the boards themselves being confined to broad questions of policy and finance. It is hoped that this Act will help boards to deal successfully with the problems created by the extension of compulsory education.

39. The attempts to give the curricula of both English high and middle and vernacular middle schools a non-literary bias continue successfully. In the former, the progress made in the teaching of hygiene and first aid has been remarkable, and improvements have been made in physical training. An effort further to improve the standard of physical training in these schools was made by the appointment of a superintendent of physical training at the Training College, Allahabad, while two state scholars have been sent to Scotland to study physical education, and, on return, will be posted to the training colleges at Agra and Lucknow. Music classes have been started in two more English schools, and nature study is now being taught in all government English schools. Grants are being made to non-government institutions to enable classes in these subjects to be started.

As regards vernacular middle schools, the experiment of teaching agriculture and manual training continues, and it is hoped that there will be 31 schools, with agricultural classes, by the end of the year. It is reported that the initial prejudice against these classes is disappearing. Six schools sent up 129 candidates in agriculture in the vernacular final examination, of whom 98 passed. The number of manual training classes in boards' vernacular middle schools has risen to 29, and these classes are beginning to be appreciated. The spread of the movement for teaching English in vernacular middle schools has been remarkable. There are 113 such schools, with English classes, as against 74 last year, and the number of those who offered English as an optional subject in the vernacular final examination almost doubled.

The scheme for the medical inspection of scholars which has been introduced into English schools has been a success, but its benefits have to some extent been nullified by the apathy of parents who disregard the medical advice tendered to them.

University education.

40. Total enrolment increased by 712. At Allahabad a separate department of political science was formed, and a course leading to an honours degree instituted. A new hostel, a new block for the oriental department, a new gas plant, and extensions to the zoological, botanical, and chemical laboratories, were completed during the year. At Lucknow the clinical theatre of the medical college, and a fern house for the botany department have been completed, and a new playground and pavilion

provided. A department of Ayurvedic medicines with a degree course, covering six years, was instituted at the Benares University; and a department of Unani medicines, with a five years' course, at Aligarh. Government made a recurring grant of Rs. 50,000 to each institution for this purpose. A private donation of Rs. 50,000 will enable a Hindi publication board to be established at the Benares University to bring out Hindi textbooks for the intermediate course. The eight associated colleges of the newly constituted Agra University made good progress during the year. The committee, appointed to examine and report on the Aligarh Muslim University, reported during the year. Their inquiries revealed grave defects in the working of the university.

Secondary education.

41. The number of secondary institutions rose by 20 to 209, and enrolment from 132,366 to 146,554. Provision has been made for the teaching of Urdu and Hindi in the Intermediate classes of four government colleges. Middle schools, as a class, are reported to be inefficient, while high schools vary in efficiency.

The spread of the boy scout movement, physical training and games, and the introduction of non-literary subjects into the curriculum are said slowly to be tending to create a more active sense of discipline in these schools. The boy scout movement, which is making progress in some divisions, is stationary in others, owing, it is said, to the fact that training has become stereotyped with consequent flagging of interest on the part of pupils.

Primary education.

42. Enrolment again showed an increase. The standard of efficiency leaves much to be desired. Methods of teaching in infant classes are reported to be inefficient. Buildings continue to be in a deplorable condition. Government did something to improve matters by a grant of Rs. 3·80 lakhs to eight district boards for school buildings.

Female education.

43. There was a satisfactory increase of nearly 5,000 in the enrolment. Lack of trained women teachers is still a great hindrance to the spread of female education, while many boards have no sense of responsibility for girls' schools and some even appear unwilling to pay standard rates for trained teachers. In one circle alone eleven schools were closed for lack of funds.

PUBLIC HEALTH.

Births and deaths.

44. The year 1928 was not quite so healthy as the preceding year. The estimated death rate increased to 24·78 from 22·59, the

lowest on record, but compares favourably with the five years' mean of 24·83. The birth rate fell from 36·73 last year to 36·55. The increase in the death rate is distributed over all heads except small-pox and fever, but plague and cholera were the chief factors in the increase. The death rates from these diseases were respectively 2·27 and 1·05 as compared with ·34 and ·62 respectively in the preceding year.

There was a marked increase in the number of deaths from cholera in the districts of the four divisions under the special cholera scheme. Distribution of anti-cholera vaccine was almost doubled, and a large number of inoculations performed. In addition, large quantities of permanganate of potash were distributed. Cholera mortality in the Kumaun division was reduced almost to vanishing point during the year. Cholera infection was introduced in November 1928 by pilgrims returning from the Kurukshetra fair in the Punjab, but, owing to the prompt measures taken the disease was at once brought under control. Measures were also taken to prevent the introduction of the disease from Bengal where there was a virulent and widespread epidemic raging.

Public health services.

45. The activities of the Public Health Department were directed chiefly towards the control of epidemic diseases, and many primary outbreaks were stamped out. The department continued its campaign against malaria. The experimental cinchonization scheme in the districts of Gorakhpur, Fyzabad, Allahabad, Bulandshahr, Gonda and Moradabad continued during the year with better results, while another scheme for treating malaria with quinine is being tried in the Bara Banki district. Plague research is still under progress, but cholera research was discontinued from December 15, 1928.

The staff of the department as usual controlled the sanitary and medical arrangements at fairs and delivered lectures at these gatherings and elsewhere on the prevention of disease, while the Hygiene Publicity Bureau distributed a large number of posters and pamphlets on various diseases.

The district health scheme was extended to the district of Naini Tal and is now in force in 27 districts. A village aid scheme has been started in these districts. Under the scheme boys are trained in first aid and sanitation, as are also two adults from surrounding villages. The scoutmaster or schoolteacher gives aid in the patwari circle of his area, looks after

its sanitation, sees that the *dais* adopt clean methods, and registers births and deaths reported by village aiders. There is also a dispensary in classes in charge of the schoolmaster. In addition "village aid" dispensaries have been opened in all the districts concerned. The scheme has been very successful.

An experimental scheme for the medical treatment of scholars in primary schools in rural areas was started at Sitapur. Under this scheme, head masters are supplied with drugs for the treatment of common diseases, and literature dealing with them. He is required to keep a register giving the history of each case dealt with. The district medical officer of health periodically inspects the working of the scheme and helps teachers. The scheme has been very successful in Sitapur, and it is proposed to extend it to two divisions when funds permit. The number of persons vaccinated in 1927-28 showed an increase of nearly 32,591 over last year's figures. Inspections by the districts health staff disclosed the fact that a large number of school children are unvaccinated. It is estimated that in some districts the proportion of unvaccinated children is 33 per cent. Even in municipal areas where vaccination is compulsory, a fairly large percentage of children escape vaccination and some instances occurred during the year where schoolmasters hampered the attempts of the medical officers of health to vaccinate such cases.

Lymph sufficient to vaccinate almost three million persons was issued during the year from the Patwa Dangar dépôt.

Engineering branch of Public Health Department.

46. The Engineering section of the Public Health Department continued its supervision of municipal water-works and drainage schemes. Municipal water-works still suffer financially from failure to collect dues in full, while the superintending engineer is of opinion that the boards could increase their income by about three lakhs if they carried out the recommendations of the mechanical adviser. The census of private connexions and the preparation of up-to-date plans is a side of the work still neglected by the boards. Improvements to the water supplies of Agra, Allahabad, Benares, Brindaban, Cawnpore, Fatehpur Sikri, Fyzabad and Lucknow were among the works completed or under construction during the year. The work of supplying water for the *Magh mela* of 1929 at Allahabad has been taken in hand.

Drainage works for which projects have been prepared or which are under survey are Ajodhya, Benares, Badaun, Gorakhpur, Hardwar, Muzaffarnagar, Bareilly and Unao. Proposals for the drainage of many other towns are under consideration. Work on the Kaimganj drainage improvements and the Muttra sewerage and sewage disposal schemes is in progress. A very important scheme for the drainage of Agra, at an estimated cost of just under Rs. 50 lakhs, has been prepared and finally sanctioned. The work is to be done by instalments. The anti-malarial work at Lucknow in connexion with the Ghazi-ud-din Haidar canal is nearing completion, and an other anti-malarial scheme for dealing with the Gumti inlets has been sanctioned. The Basti anti-malarial work was completed.

Projects for local authorities, amounting to Rs. 55·84 lakhs, were prepared, and others amounting to Rs. 74·78 lakhs were in hand during the year 1928. Works amounting to Rs. 34 lakhs are under construction by local authorities under the supervision of the department, while, in addition, the department has works amounting to Rs. 24·10 lakhs in hand, of which Rs. 17·79 lakhs represents the cost of works under construction by the department for local authorities.

The Board of Public Health made grants of Rs. 6·55 lakhs during the year, of which Rs. 4·05 lakhs were allotted to rural sanitation and minor sanitary works, and Rs. 1·55 lakhs to special assistance to pilgrim centres.

The working of the sewage schemes of the large towns by municipal boards leaves a great deal to be desired, and in many cases the advantages of the system are thrown away and a possible source of revenue in such farms allowed to run to waste.

Medical services.

47. Six dispensaries were transferred to the management of district boards. Owing to their inability to meet the revised rates of pay of the Provincial Subordinate Medical Services, these boards have appointed their own medical officers on lower rates of pay.

During the year Government sanctioned subsidies to nineteen private practitioners to induce them to settle in rural areas, and subsidies were also sanctioned to maintain 22 subsidized dispensaries. With a view to replacing midwives by women sub-assistant surgeons, and further extending the work of medical relief to women by women in rural areas and small

towns, Government sanctioned the appointment of women sub-assistant surgeons at thirty more such places. In addition, Government sanctioned a grant of Rs. 36,000 towards the appointment of five first class medical women and for the grant of allowances to women medical graduates and medical women of the certificated class. There are now 27 places for women assistant surgeons, while women sub-assistant surgeons have also been sanctioned in sub-charge at five towns meant for first class medical women. The status and work of the women's hospitals and dispensaries are gradually improving.

Maternity and child welfare.

48. There are now 46 centres of maternity and child-welfare work and improvement of indigenous *dais* in 43 districts, and it is hoped that during the next year all the district head-quarters at least will have one such centre. In addition, the training of *dais* or midwives is being carried on at 23 women's hospitals, and at six maternity child welfare centres. Baby weeks were held at 21 places during the year. A health school for the training of health visitors of the vernacular class was started during the year at Lucknow.

TOWN IMPROVEMENT.

49. Though still hampered by lack of money the three improvement trusts at Allahabad, Cawnpore and Lucknow did much work during the year.

At Allahabad the large university extension scheme, carried out under the supervision of the trust's Chief Engineer, was completed. Construction of houses is in progress on the Katra scheme, and only a few plots of land remain for sale. The Minhajpur scheme was also completed, and the Zero road extension scheme is practically finished, while the supplementary Zero road scheme is under construction. Land is being acquired for the Mirganj open area scheme. Three more important schemes were drawn up to extend the improvement effected by the Mir Khan-ki-Serai and the Zero road. It is hoped that the entire programme of the trust will be complete by 1930. The trust has kept in mind the need of affording housing facilities to those displaced by the various schemes. Thus preference will be given to such persons in the Minhajpur scheme, and one of the three new schemes is designed to provide building sites for those who will be dispossessed by the other two.

At Cawnpore sales of land in the Sisamau area continued to be brisk, and much building has been completed and is in

progress. The housing of Ghosees in this area was completed. Seventy-eight modern sanitary quarters were erected for them during 1927-28, but are misused in many cases as the owners are not accustomed to such buildings. The East Indian Railway is utilizing the land sold to it by the trust in the factory area to provide a marshalling yard, and as a consequence the trust is receiving many inquiries for land in the vicinity for factories. The Dhankuttia scheme is well in hand. The trust has reserved land in this scheme for the Pharias of Collectorganj and erected 25 quarters for them on the understanding that they would be ejected from their present quarters by the municipal board—the latter however has not yet fulfilled this undertaking. Five bungalows have been completed in Khalasi lines and two more are under construction. The Nach-ghar-Birhana scheme, designed to open up a very insanitary area, has been submitted to Government for sanction. Good progress has been made in the Nazirbagh-Ghusiana scheme.

Proposals have been worked out by which the trust, the municipal board, and the mills are to cooperate in carrying out a large scheme to house 20,000 employees.

At Lucknow the sixth section of the new Sanitary road is nearing completion. The trust carried out remetalling and road improvements on various roads. The large open space in Sondhi Tola, in the Chowk open spaces scheme, was finished during the year as was the small open space in the Barudkhana scheme. Progress was made on the reconstruction of old quarters in the Maqbara Amjad Ali Shah, and some new building work carried out there, while some blocks of shops on Outram road and Hazratganj were completed and have since been let. The buildings at Goldarwaza were almost completed during the year. The portion of the new Civil Lines bund under construction has been almost finished, except for one section held up by land acquisition proceedings.

Provincial finance.

50. Previous administration reports have emphasized the fact that the unsatisfactory financial condition of the province was largely due to the drain of the provincial contribution. As the year 1927-28 witnessed the disappearance of that burden, it will be convenient to make a short review of the position from the inception of the Reforms.

Owing to a favourable year in 1920-21 the province started with a balance of nearly Rs. 89 lakhs. The net revenue in 1921-22, however, fell short of the estimates by Rs. 90 lakhs, owing chiefly to a drop of Rs. 62 lakhs in excise revenue, and the deficit on the year's working was Rs. 148 lakhs, or, allowing for the opening balance, Rs. 59 lakhs. In spite of the fact that 1922-23 and 1923-24 were years of retrenchment (expenditure dropped by Rs. 98 lakhs), and that in 1923-24 revenue reached the highest figure recorded during the period of Reforms, revenue failed to cover expenditure, and these two years showed accumulated deficits of nearly Rs. 144 lakhs.

The disastrous floods of 1924 had their effect on the finances of 1924-25. Revenue dropped by Rs. 50½ lakhs as compared with 1923-24, and the year closed with a progressive deficit of Rs. 194·3 lakhs. Even this result was only rendered possible by a diversion of some Rs. 52¾ lakhs from the Famine insurance fund. During the next two years the financial position was, to some extent, eased by two successive remissions of the contribution which amounted to Rs. 56 lakhs in the first year, and Rs 89 lakhs in the second year. Expenditure, after a small rise of Rs. 10 lakhs in 1925-26, dropped in 1926-27 slightly below that of 1923-24. Revenue, however, was also slightly below the figure of 1923-24. For once revenue exceeded expenditure, though even this result was only rendered possible by a diversion of Rs. 116¼ lakhs from the Famine insurance fund in the two years together. Thus the net deficit, since the commencement of the Reforms, stood at the end of 1926-27 at Rs. 219¾ lakhs.

As a result of the remission of the provincial contribution expenditure in 1927-28 fell by Rs. 119 lakhs. Revenue, though not so high as in 1926-27, was still relatively good, and for the first time since the inception of the Reforms the year's working showed a surplus of some Rs. 112 lakhs, and the accumulated deficit was reduced to Rs. 108¼ lakhs. The remission of the whole provincial contribution was made permanent as from 1928-29, and the position was therefore full of promise at the beginning of the year. The 1928-29 budget forecasted a rise in expenditure of Rs. 34 lakhs, a drop of Rs. 10 lakhs in revenue below the figures for the previous year, and a surplus of Rs. 38 lakhs which would have reduced the deficit to Rs. 69½ lakhs. The hope, however, that the year would see the province finally out of its financial difficulties was dashed by the partial failure

of the monsoon following on damage to the 1928 *rabi* crop caused by excessive winter rains.

These events have been described in previous sections, and it is only necessary here to summarize their effect on provincial finances. The province is faced with a direct loss of about Rs. 40 lakhs in land revenue (only set off to some extent by increased canal revenue) together with expenditure in connexion with the supply of fodder amounting to about Rs. 4¼ lakhs. As a result, according to the revised estimates for 1928-29, there will be a deficit of some Rs. 21 lakhs on the year's working (in place of the budgetted surplus of Rs. 38 lakhs), which will raise the accumulated deficit to some Rs. 129 lakhs. Further, it is estimated that the test works opened in two districts will cost Rs. 15½ lakhs, which will leave the Famine relief fund with a balance of only Rs. 13½ lakhs.

The forecast for 1929-30 assumes that there will be a surplus of over Rs. 68 lakhs which, if realized, will reduce the deficit to Rs. 61 lakhs. In that year famine operations are estimated to cost Rs. 15 lakhs, and the balance of the relief fund will stand at Rs. 15¾ lakhs.

51. The untoward events of 1928 will have, however, a merely temporary effect on provincial finances, and it may fairly be expected that the financial position of the province will steadily improve in the near future. The province has now been freed from the incubus of the provincial contribution, which represents a very substantial decrease in expenditure, and will be further relieved in 1932-33 of the annual payments of Rs. 25 lakhs towards the liquidation of debts incurred before the introduction of the Reforms scheme. Again, the new rules dealing with the Famine fund provide for a greatly reduced annual assignment to this fund (only Rs. 16 lakhs as against Rs. 39·60 lakhs under the old rules, while the maximum has now been fixed at Rs. 55 lakhs). On the other hand, there are several sources from which important increases of revenue may be expected. The Sarda canal, now beginning to earn revenue, will yield a gross income estimated at some Rs. 14 lakhs in 1929-30, and Rs. 20 lakhs in 1930-31 rising to Rs. 74 lakhs by 1940-41, though against this must be set working expenses which, it is estimated, will amount to Rs. 6 lakhs in 1929-30 and will rise in the year following or thereabouts to some Rs. 25 lakhs. Again the hydro-electric schemes, described in the section on Irrigation,

will yield a figure at present estimated at Rs. 7 lakhs, though that is probably much too low, while the natural growth in stamp revenue may be put at Rs. 3 lakhs per annum on the average. Finally, the province is now entering upon a period of settlement, which began two years ago and will continue almost unbroken till 1964; the average annual growth in land revenue from the new settlements has been estimated at about Rs. 4 lakhs. The financial position then is brighter than it has been at any time since the inception of the Reforms.

EXCISE.

Consumption.

52. The fall in the consumption of country spirits which had been going on for the last six years was checked, and there was an increase of 7·3 per cent. in the year under review. This was accompanied by an increased consumption of hemp drugs and opium—that of *bhang* being 13·19 per cent. and that of opium 2·03 per cent. The increase in the consumption of hemp drugs was to some extent due to the high price of country liquor, and the increased consumption of the latter is due to good harvests and the campaign against illicit distillation together with better supervision of the shops. The enormous difference in incidence of consumption between urban and rural areas is very remarkable—rural areas being responsible for only one-third of the total. The contribution to excise revenue per head of population was five annas—the lowest figure for any province with one exception.

Policy.

53. When it is considered that revenue drawn from the consumption of country liquor has fallen from Rs. 106 lakhs in 1920-21 to Rs. 55·47 lakhs in the present year, it will be readily conceded that Government has not hesitated to forgo a large and easily gathered revenue in the cause of temperance. The reduced consumption of licit liquor, brought about by the restrictive policy of Government, has however been considerably supplemented by illicit distillation and smuggling—evils which admittedly the Excise Department has only been able to check, and which it is unable as yet completely to remove. Further, there are not wanting signs that Government's restrictive policy is leading to an increase in the popularity of cheap foreign liquor—at any rate among the more educated classes—and also in that of hemp drugs. In short then Government is faced with the dangers inherent in a policy in advance of public

opinion among the consuming classes, and much care will have to be exercised in scrutinizing proposals for further restrictions in the sale of country liquor.

Excise crime.

54. The greater vigilance of the department was shown in the increase from 3,698 to 4,529 in the total number of cases under the Excise and Opium Acts. The number of cases relating to the manufacture, import, and smuggling of country liquor rose from 1,522 to 1,745—the highest on record. The number of prosecutions relating to hemp drugs rose from 260 to 339. Delhi and the Punjab have followed the example of the North-West Frontier Province in reducing the import duty on *charas* from Rs. 60 to Rs. 20 per seer. This action has created a serious problem for this province which is now under consideration. The traffic in cocaine shows no sign of abatement, and the wholesale distributors remained undetected during the year —seizures being insignificant in amount.

Administration.

55. The number of licensing boards remained the same. The boards are widely consulted on matters of excise policy, and with few exceptions have carried out their duties with due appreciation of local conditions and difficulties. Advisory committees continued to work well during the year, and the majority of their recommendations were accepted.

Total expenditure rose from Rs. 6·88 lakhs to Rs. 6·99 lakhs. The percentage of expenditure to gross excise revenue fell from 5·1 to 4·9 per cent. owing to the rise in revenue.

The sale of country liquor in sealed bottles is now in force in 25 towns and one district, and generally has had the effect of reducing sales.

Conclusion.

56. The cooperation of all citizens is needed if Government is to make its temperance policy a success. It cannot be said that this cooperation is at present forthcoming. In a province with a population of 48,000,000 people there are only twelve registered and nine unregistered temperance societies, and though some do good work, others still believe more in bringing pressure on Government to reduce facilities for the supply of licit intoxicating articles, without regard to the practical difficulties due to illicit distillation and smuggling, than in temperance propaganda. If advocates of temperance looked upon smuggling or illicit brewing with at least as much hatred as they do the sale of liquor in a licensed shop the task of Government would be considerably lightened. At present government

officials meet with great difficulty in unearthing excise crime, and it may fairly be asked of temperance advocates that they should help in this direction.

LOCAL SELF-GOVERNMENT.

District boards.

57. The financial position of most of the boards continues to be very disquieting. No fewer than twelve had debit balances in 1927-28, and in the case of 32 boards their recurring expenditure exceeds their income. These boards are of course living on their reserves, and this is further shown by the fact that during the year boards drew on their resources by the sale of government securities and withdrawals from savings banks to the extent of over four lakhs. Unfortunately, the finances of boards are comparatively inelastic, and even when, as some of them have done, they fully realize their position, and attempt to meet it by imposing additional taxation, the amounts they can raise are comparatively insignificant. The tax on circumstances and property which some boards have already adopted and which others propose to adopt, yields amounts which, in proportion to the total incomes of boards, are trifling. Thus, if boards are to finance their share of such schemes, as that for the extension of compulsory education, and at the same time maintain essential services, they will have to tap every available source of income, and, in addition, exercise a greater measure of control over expenditure than they have done so far.

The difficulties that hamper boards in their work of administration have been touched on in previous reports. The spirit of communalism, lack of experience, and the inability of members to resist the temptation to interfere in matters of detail, instead of contenting themselves with control of policy, are all factors that render the administration difficult. Government have done much recently to help boards. In the sphere of public health the district health scheme, which is now in operation in 26 towns, places at the disposal of boards an expert staff which can grapple with epidemics and conduct propaganda against the insanitary habits of the villager. Further, Government have devised a scheme to assist boards in opening new dispensaries of the western type by providing half of the cost, recurring and non-recurring. It also assists boards with grants to subsidize medical practitioners willing to settle down and practise in rural areas. In addition, grants have been made to enable boards to open dispensaries run on indigenous lines in rural areas. Finally, Government have under consideration a

scheme for provincializing, or assisting with provincial grants, the most important of district head-quarter hospitals, and for administering them by special committees.

Government have also come to the assistance of boards in the matter of road maintenance. All reports go to show that the road system under the control of boards continues to deteriorate. To some extent it is due to causes beyond the control of the boards. Heavy motor traffic has increased very much and in some cases nullifies all attempts at repairs. At the same time the boards in general have not faced the question fairly. In some cases they are spending less than in past years on maintenance, while in others very little result is obtained for the money spent. Accordingly a scheme has been evolved by which those roads which are not provincial and which connect (*a*) this province with Indian states, (*b*) the head-quarters of divisions with each other, or (*c*) serve large pilgram centres, are to be made provinical and the boards will be relieved of their cost. Of the remaining roads in their charge, Government propose to give a grant of half the cost of those roads which connect (*a*) the head-quarters of districts with each other, or (*b*) the head-quarters of districts with tahsil head-quarters, provided that there is government supervision of the work done. In this way the boards will be relieved of expenditure amounting to more than seven lakhs and this sum will be at their disposal for the maintenance and improvement of the remaining roads in their charge.

It cannot be said that boards have shown much interest in the problems of public health, medical aid or roads. But all boards have shown great interest in education. Nineteen boards have framed schemes for the application of compulsory primary education to selected areas, and others have the matter under consideration. Efforts are being made to give the curriculum in boards' vernacular middle schools a non-literary bias; teachers are being trained in the Bulandshahr Agricultural School, and as they become available classes in agriculture will be opened. Manual training classes, of which there were only fifteen last year, now number 29. It is hoped that the United Provinces District Boards (Amendment) Act, which puts the administration of education in the hands of a committee appointed by the boards with an expert secretary, will enable boards to deal more successfully with the new problems that lie before

them, and also to improve the existing administration of education.

On the whole divisional reports speak highly of the work of the non-official chairmen, many of whom are men of energy and public spirit. They have numerous difficulties to contend with—too many of which are caused by the party spirit and lack of a proper sense of duty on the part of members of their boards; and such measure of efficiency as has been maintained in district board administration is to a very large degree due to their efforts. What is most needed is the growth of a sense of responsibility to the public on the part of members which will enable them to work together and to second, not hamper, the efforts of their chairmen.

Municipal boards.

58. Generally speaking, there has been some improvement in the condition of municipal boards. The average attendance of members at meetings was, on the whole, satisfactory, and the number of meetings showed a welcome decrease; but there were some exceptions to this. In Meerut the total number of meetings rose from 48 to 101. Of these, 24 proved abortive for want of a quorum, and 48 had to be adjourned. This, of course, is not typical, but in a number of boards there is still room for great improvement in this respect. As a rule an increase in the number of meetings held is accompanied by a decrease in the average attendance of members.

The total expenditure of boards was greater than their income and their financial position is still not free from anxiety; but the excess of expenditure over income is much less than it was last year, and there are, in addition, some encouraging features. The marked decrease in the sale of securities and withdrawals from the savings bank shows that boards were more successful in keeping expenditure within the limits of their incomes than last year when withdrawals were more than six lakhs. Further, there were encouraging rises in the amount of invested funds and in the sums invested in government securities and the savings bank. Finally, the closing balance showed a slight increase over that of last year. These improvements go to show that boards are paying more attention to finance than they have hitherto done and encourage the hope that the position of the majority of boards will, in the near future, be financially sound. Octroi is in force in 38 towns. Evasion still provides a difficult problem for boards, but the income from this source showed an improvement of nearly 2½ lakhs over last year. Collections on the whole improved, but much remains to be done to

raise the general level to that of the best towns. The percentages of collections to total assessment range from 47 in the worst town to 90 and over in the best.

The Superintending Engineer, Public Health Department, calls attention to the fact that the management of water supply systems is a blot on the administration of most boards. Only eight boards out of fifteen run their systems at a profit. In Agra, the collection of water-tax is only 60 per cent. of the total assessment, and this has much to do with the present precarious position of that board. Again, Benares has arrears on account of water-tax of Rs. 62,000. The Superintending Engineer is of opinion that boards could, if they carried out the recommendations of the Mechanical Adviser, add three lakhs to their income.

There was some improvement in public services during the year. Four more electric supply systems were brought into operation, and several other towns are contemplating the introduction of electricity. Fifteen towns now have water supply systems. Some boards are improving their existing systems and expanding the supply. The condition of the roads in the various municipalities differs greatly. In some divisions it is unsatisfactory; in others boards are making efforts to improve their roads. Some of the larger towns, notably Lucknow and Cawnpore, started on a regular programme for the construction of bitumen-bound roads, and both towns have done much work in this direction. Other boards, however, are spending even less on roads than they did last year.

There are now 46 maternity and child-welfare centres, and it is hoped that by next year all district head-quarter towns will have such a centre. Infantile mortality shows a welcome decrease. The death-rate in 1927-28 in fifty towns was lower than the provincial average for municipalities.

Many boards still fail to supervise their accounts and control their staff in a satisfactory manner. As a result, auditors find cause in too many cases to draw attention to financial irregularities, which often result in serious losses to boards. Thus Agra lost nearly 1½ lakhs through failing to assess newly constructed houses to house-tax and water-rates for periods ranging from six months to two and a half years. In particular, the accounts of the water supply departments of boards seldom escape the censure of auditors. Party spirit seriously affected the administration of some municipalities, but, on the whole, boards are making progress. Some of the larger towns, notably Cawnpore, are setting an example to other municipalities and it is to be hoped that

examples such as this, together with a more vigilant public opinion, will tend greatly to improve the existing standard.

Village panchayats.

59. As usual opinions on the working of village *panchayats* differ widely. The quality of the judicial work done by these bodies has, however, not been seriously called in question. The proportion of applications for revision to the total number of cases disposed of is very low, and all districts are unanimous in reporting that serious complaints are not numerous. While the hope that *panchayats* would relieve the regular courts of some of their work has not been fulfilled, it would appear that *panchayats* afford a regular means of settling petty civil and criminal disputes which were previously settled out of court. The movement has not hitherto been so successful on the administrative side. Still more than one divisional review refers to the growing interest of *panchayats* in sanitation and agriculture. During the past six years nearly two lakhs has been allotted by the Board of Public Health for sanitary improvements carried out by *panchayats*. Many *panchayats* however are not yet taking a sufficient interest in sanitation and much depends here on the interest and encouragement of the district staff.

The keystone of the whole system is the *sarpanch* and in many localities it is the difficulty of finding intelligent men who at the same time command local respect that prevents the number of *panchayats* being widely extended.

On the whole reports are favourable and there is a widespread acceptance of the view that the movement has come to stay.

Conclusion.

60. The year was one of solid progress in all branches of administration. The opening of the Sarda canal has added over 1¼ million acres to the protected area of the province. The report of the Royal Commission on Agriculture has stamped with approval the work of the Department of Agriculture (which has already accomplished much for the agriculturist) by recommending the extension of its activities along lines already laid down by it. The steps taken to infuse true cooperative principles into the primary agricultural societies, which form the great bulk of the cooperative movement in this province, are slowly producing their effect, and will ultimately it is hoped do much to improve the standard of living of the farming classes, while the extension of the district health scheme and the efforts of the district health staff to introduce sanitary methods of living in rural areas hold

out much promise for an improvement in the health and well-being of the rural population. The Land Revenue (Amendment-Settlement) Bill has settled a question which has exercised the minds of landlords for years, and has conferred many benefits on that important class. In the sphere of education the District Board (Amendment) Act makes important changes in the organization of the system of primary education which will tend towards greater efficiency. The completion of the Sarda canal scheme marks the final stage in the utilization, for irrigation, of the water supplies of the province, and it is on the tube well that any further considerable extension of irrigation facilities must depend. In this connexion the electrification of some of the north-western districts of the province by hydro-electric power, developed from the falls of the Upper Ganges canal, which will make cheap power for pumping and other purposes available over wide areas, holds out much promise for the future; while it ought materially to aid the cottage industrialist in the struggle against mass production by factories by providing him with power at low rates in his home.

On the other hand, there are some features which give cause for anxiety. Communal tension, though perhaps less marked than in previous years, still exists and retards the social, political, and economic progress of the province. Trade depression too still continues in the major industries, while much remains to be done before even the essentials of such a modern industrial system, as will be able to absorb the labour surplus of the agricultural system, as well as give employment to the educated classes, can be built up. Provincial finances were subjected to an unexpected strain by the loss caused by the partial failure of the *kharif* crop.

Apart from this difficulty, however, which is merely temporary, the financial position of the province is at present fundamentally sound. Last March, for the first time for some years, the province was able to show a balanced budget. In the future the additional revenues, brought in by the remission of provincial contributions, the income from the Sarda canals and the hydro-electric schemes referred to above, and the natural increases under the stamp duties and land revenue will be considerable. Everything justifies the belief that the province has now weathered the prolonged financial storm and is well on the way to a financial position which will enable it to provide for expansion in all its activities.

PART II.—DETAILED CHAPTERS.

INTRODUCTORY.

THE following subjects are dealt with once every ten years. Except for changes of importance described in the reports of succeeding years, the latest information about them is embodied in the General Administration Report for 1921-22 and will be found in that report on the pages shown below :—

	Pages.
(1) Physical features, area, climate and chief staples of the province	1—11
(2) Historical summary	14—64
(3) Form of administration	64—60
(4) Character of land tenures	67—72
(5) Civil divisions of British territory	72—73
(6) Details of the last census	73—78
(7) Legislative authority	98—95
(8) General system of public instruction	153—160
(9) Literary societies	172—173
(10) Ecclesiastical jurisdiction	176—178

CHAPTER I.—GENERAL ADMINISTRATION AND CONDITIONS.

1. Changes in the Administration.

1. His Excellency Sir Alexander Muddiman, KT., K.C.S.I., C.I.E., succeeded His Excellency Sir William Marris, K.C.S.I., K.C.I.E., as Governor of the province, on January 14, 1928, and held charge until his death on June 17, 1928. Thereupon His Excellency Captain Nawab Sir Muhammad Ahmad Sa'id Khan, K.C.I.E., M.B.E., of Chhatari, held charge of the province from June 17, 1928, until he was relieved by His Excellency Sir William Malcolm Hailey, G.C.I.E., K.C.S.I., on August 9, 1928.

Hon'ble Mr. G. B. Lambert, C.S.I., I.C.S., took over the office of Finance Member from Hon'ble Sir S. P. O'Donnell, K.C.S.I., K.C.I.E., on January 13, 1928, and held office until December 22, 1928, when he began to officiate as Governor of the province in the absence on leave of Sir Malcolm Hailey. He was succeeded, as Finance Member, by Hon'ble Mr. A. W. Pim, C.S.I., C.I.E., I.C.S., Senior Member, Board of Revenue. Nawab Sir Muhammad Ahmad Sa'id Khan held the office of Home Member during the year.

Hon'ble Nawab Muhammad Yusuf, Bar.-at-Law, continued to hold the office as Minister for Local Self-Government throughout the year. On the resignations of Hon'ble Rai Rajeshwar Bali, O.B.E., and Hon'ble Thakur Rajendra Singh from the offices of Ministers for Education and Agriculture, respectively, on June 8, 1928, they were succeeded by Hon'ble Raja Jagannath Bakhsh Singh, and Hon'ble Maharajkumar Major Mahijit Singh respectively on June 15, 1928. In the interval these portfolios were held temporarily by Nawab Muhammad Yusuf. Raja Jagannath Bakhsh Singh resigned on September 25, 1928, and was succeeded by Hon'ble Raja Bahadur Kushal Pal Singh, M.A., LL.B., on October 11, 1928. The portfolio was held in the interval by Nawab Muhammad Yusuf.

2. Character of the year.

(*See Government resolution on Revenue Administration for the year ending September* 30, 1927.)

Nature of the weather and its effects on crops.

2. The late appearance of the monsoon in 1926 retarded agricultural operations, except in irrigated tracts, but was followed by general rain throughout the province during July and August. Rainfall in September was moderate, and in October defective, except in Bundelkhand where it was above the average. The winter rain came late, but fell in February in all districts with benefit to the standing crops except in parts of the Bundelkhand division. On the whole the season was favourable to *kharif* crops with the exception of rice and cotton. Deficient rainfall in August in most of the eastern districts was not favourable to the transplantation of late rice, while the late arrival of the monsoon and subsequent abnormal rainfall retarded the sowing of cotton. The sugarcane crop showed a substantial increase. The area under *kharif* crops showed an increase of 4·3 per cent. over last year's figures, though still 5·7 below normal. The irrigated area rose by 5·7 per cent. owing to the lack of rain in the winter months—the canal-irrigated area rose by 6·7 per cent.

The lack of moisture in the soil at the end of the rains caused a decrease in the area of all the principal *rabi* crops except linseed and rapeseed. The area under *rabi* crops showed a decrease of 5·9 per cent. The outturn of wheat was better than in the previous year as the February rains were beneficial to the crop: linseed and rapeseed crops also did better than in the previous year.

In 1927 the monsoon broke in the last half of June with heavy rain. Rainfall in July and August was moderate, but fairly evenly distributed. There was a long break in the middle of September during the second and third weeks, and this was followed by beneficial rain. There was general rain in the first half of October. The season was not on the whole as favourable as the last to the growing of *kharif* crops—the area of which (though it showed a slight improvement over last year) was 5·7 per cent. below normal. Deficiency in rainfall at the time of sowings is responsible for a drop in the area of both early and late rice; other *kharif* crops showed an increase with the exception of cotton, the area under which decreased by 20·8 per cent.

The area under *rabi* crops showed an increase of 6 per cent. owing to sufficiency of moisture in the soil at the time of sowings. But owing to unusually heavy and general rainfall in the first fortnight of February, together with high winds and hail, the wheat crop was affected adversely, and the outturn was below that of last year—as was that of other crops. The irrigated area fell by 46·5 per cent. from 10,280,613 to 5,505,197 acres owing to the winter rainfall being above normal; the canal-irrigated area fell by 20·9 per cent.

3. Prices of foodgrains were generally lower than in the previous year. Owing to the failure of the winter rains a rise commenced from the middle of December, but prices became easier during April and May, 1927, when the *rabi* crop came in the market. Thereafter prices remained almost stationary till the end of the year. **Prices.**

4. Depression continues in some of the leading industries. The sugar industry is still suffering from competition with cheap Java sugar. Cotton prices maintained a high level, and the local mills had to curtail output; the hand-loom industry was unremunerative. The engineering industry was fairly satisfactory, and the wood-working industry absorbed a larger number of workers. Trade in oils was steady. Prices for seeds, oils, and cakes (except linseed cake) remained stationary, and the demand for oil cakes was abnormally heavy. Farrukhabad and Jehangirabad prints did a fair business, but the printing industry at Lucknow and Fatehpur stagnated. **Trade.**

5. The year was a healthy one, and the death rate was the lowest on record. There was an increase in the number of deaths from cholera—the figures being 28,281 as against 6,166 in **Health**

the previous year. There was a decrease of 4,126 in the number of deaths from small-pox, and a marked decrease from 57,927 to 15,570 in the number of deaths from plague. Fevers, as usual, were responsible for the great majority of deaths—but the figures show a decrease of 81,387, and the death rate was only 17·33 per cent. as against 19·13 last year. An important measure of reform, i.e., the reorganization of the Public Health Service in the province was carried out during the year. The services of the district medical officer of health and assistant medical officer of health were provincialized and unified with the services of municipal medical officers of health. The District Health Service was extended to nine more districts, and the service now operates in 26 districts. The Congress of the Far-Eastern Association of Tropical Medicines visited the province, as did the Interchange of Health Officers under the auspices of the League of Nations.

3. Indian States.

(See the annual reports on administration issued by the Rampur, Tehri and Benares States.)

RAMPUR.

Notable events.

6. His Excellency Sir William Marris paid a farewell visit to the State on December 1, 1927, and Sir Alexandar Muddiman stopped at Rampur for a short time on March 4, 1928, while on his way from Meerut to Bareilly. This was followed by a formal visit from His Excellency on March 31, 1928. His Highness the Nawab of Rampur went to Dehra Dun in June, 1927, and returned to Rampur on October 1, 1927.

Conditions of the year.

The winter rain of 1926 was timely, and the *rabi* crop good, but the *kharif* of 1927 was damaged by untimely and excessive rain. Prices of grain were easier than in the previous year. Wages were not much below the level of the previous year. There were slight increases in both the birth and death rate.

Revenue administration.

Excluding debt charges and receipts, the total income for the year amounted to Rs. 53·83 lakhs, and expenditure to Rs. 58·48 lakhs.

There was a decrease in the area under cultivation of about 17,000 acres due to early stoppage of the monsoon of 1926 and consequent shrinkage in the *rabi* sowing.

The consumption of liquor and *charas* increased with a consequent increase in revenue, while there was also an increase in the consumption of opium.

Police.

The number of offences reported was 530 against 574 last year; of which the police prosecuted 328. There were decreases in cases of dacoity and robbery, and burglary. The state police received Rs. 1,059 as rewards from the British police, and relations between the forces continued cordial.

Public works.

A new science block was added to the State high school at an estimated cost of Rs. 20,700. The new electric plant was ready for work at the end of March, 1927. There was an increase in the area under irrigation.

Education.

The number of schools fell from 105 to 100, but the number of pupils increased by 178. Out of fifteen candidates from the high school, three passed the High School examination, while 56 scholars of the Madrasa-i-Alia passed the various oriental examinations of the Department of Public Instruction, United Provinces. One hundred and sixty-seven books, including 27 manuscripts, were added to the library.

TEHRI.

Notable events.

7. Until the return of His Highness in September from Europe the general administration was conducted by the Executive Council under the presidency of Kunwar Bichitra Shah. Rai Pandit Chakra Dhar Jayal Bahadur, B.A., I.P.S., was Chief Executive Officer of the State during His Highness' absence.

The Representative Assembly is now in its fifth year. The franchise has been extended from local boards to village headmen, and the Assembly now has a non-official majority.

General conditions.

Weather conditions were, on the whole, favourable, and the outturns of both *rabi* and *kharif* good. Some damage was done by hail and locusts.

Revenue administration.

The total income was 26·33 lakhs and the total expenditure 22·23 lakhs. Collection of land revenue was below that of recent years owing to revisions consequent on the damage caused by hail and locusts.

Law and justice.

A Tenancy Bill is before a select committee of the Representative Assembly. Progress has been made in codifying unwritten usage on various matters. Serious crime remained very rare.

Education. Primary education is being gradually extended, and there was an increase in the number of boys in primary schools. The number of girls at the Girls' school, Tehri, rose to 77 from 69, and the average attendance improved.

Forests. Gross revenue amounted to 10·20 lakhs, and expenditure to 4·07 lakhs.

A foreign Forestry Expert is at present touring the forests of the State, with a view to advising on their management. The year was an excellent seed year for *deodar*, but bad for *chir*.

BENARES.

General. 8. Their Royal Highnesses the Crown Prince and Princess of Belgium; Their Royal Highnesses the Crown Prince and Princess of Sweden, Their Excellencies the Viceroy and Lady Irwin paid visits to the State, as did various other distinguished guests.

Conditions of the year. The monsoon broke in the beginning of July and was excessive, causing damage to the *kharif* crop, but, on the whole, the outturn was good, and prices remained comparatively low.

Public health was good. There was a mild outbreak of plague in one district and of cholera in one circle of another district. Depression in the carpet trade still continues. The birth rate was 29·49 and death rate 17·65.

Revenue administration. The total receipts for the year were 32·62 lakhs, and expenditure 32·10 lakhs: 7·75 lakhs were borrowed from the State Bank and utilized in reducing the debt to the Imperial Bank.

There has been a decrease of 9 per cent. in the consumption of country liquor. The fall in the consumption of drugs is attributed to the introduction of a new system of state control.

Security. Reports of offences were 626 as against 580 for the previous year, but most of the increase is due to cases under special and local laws. Increased use has been made of the preventive sections.

Education. There was an increase in the number of boys at the high schools. Twenty-six boys passed the High School examination. The number of pupils in vernacular schools increased.

Medical. There was an increase in the number of in-patients treated at the state hospitals and dispensaries. There was also a marked increase in the number of vaccinations.

Cooperative credit societies. Ten new societies were formed during the year, and three old ones had to be dissolved. For the first time since the movement started profits were distributed in a number of societies.

4. Foreign relations.

Tehri-Tibet boundary dispute.

9. The Tehri-Tibet boundary dispute, referred to in last year's report, has not yet been settled, and negotiations still continue.

There is no other subject of importance to record.

CHAPTER II.—ADMINISTRATION OF THE LAND.

5. Realization of the land revenue.

(*See the Government resolution on Revenue Administration for the year ending September* 30, 1927.)

Total demand and collections.

10. The total revenue demand rose from Rs. 925 lakhs to nearly Rs. 930 lakhs—the increase being accounted for by a rise in the canal income of Rs. 8 lakhs from occupiers' rate. Collections amounted to about Rs. 927 lakhs, leaving a balance of nearly 3 lakhs at the close of the year, out of which about Rs. 0·35 lakh was remitted leaving an outstanding balance of about Rs. 2·65 lakhs.

Land revenue.

11. The real land revenue demand was Rs. 691·15 lakhs as against Rs. 690·77 lakhs, of which Rs. 0·21 lakh was remitted and ·01 lakh suspended mainly on account of drought and hail. The unrealized balance was only Rs. 201. The land revenue on the roll increased by Rs. 30,000 as a result of progressive enhancements in Muzaffarnagar.

Irrigation and local rates.

12. There was a further increase in occupiers' rate from Rs. 119·12 lakhs to Rs. 127·17 lakhs. Of the total demand of Rs. 127·65 lakhs, including arrears, Rs. 127·33 lakhs were collected, and Rs. ·06 lakh was remitted. The demand under owners' rate also increased, and was collected practically in full. The local rate of Rs. 72·48 lakhs was also collected practically in full.

Advances.

13. The favourable nature of the year is reflected in the fall in advances under Act XII from Rs. 9·66 lakhs in the previous year to Rs. 3·77 lakhs in the year under review. There was a decrease in the advances under Act XIX from Rs. 6·14 lakhs to Rs. 5 lakhs. The total sum on loan has decreased from Rs. 62·72 lakhs to Rs. 37·82 lakhs. One thousand and eighty-two new masonry wells were constructed with the help of advances under Act XIX. In addition, two tube-wells have been completed, and seven are under construction. Collections were uniformly good throughout the province, the lowest percentage being 85 under Act XII in the Benares division. Government sanctioned the remission of substantial amounts to tenants in Moradabad and Farrukhabad districts on account of successive crop failures.

Coercive processes.

14. The number of coercive processes employed during the year increased by 3,280—the increase being shared by all forms of processes except writs, citations, and transfers. There were 66 sales of immovable property, of which 32 were for the recovery of *takavi* loans.

6. Settlements.

15. No new districts came under settlement or record operations during the year. Satisfactory progress has been made in all the districts under settlement. Revision of records was stopped in Bijnor and Sitapur, as no settlement officers could be appointed to these districts until 1929, owing to the number of settlements and record operations going on at present.

The settlement rules were recast during the year so as to embody the concessions to the landlords which the Settlement Bill of 1926 had proposed to confer.

7. Land records.

(See the report on the Administration of Land Records for the year ending September 30, 1927.)

System of records.

16. The system of quadrennial records referred to in last year's report was introduced in the closing months of the year under report. Special land records officers were sent round to the districts to explain it. The new Land Records Manual embodying the changes was issued during the year. Some time must elapse before an opinion can be expressed on the working of the new system. The new Agra Tenancy Act which affected the rights of a very large proportion of the population of the province (final statistics show that the Act conferred life tenancies or statutory rights on the holders of about 59 lakhs of acres) necessitated a complete revision of the patwari papers, as all new rights had to be recorded and land classified according to the new and more elaborate system laid down under the Act. The work was heavy, but, with the cooperation of the district staffs, was satisfactorily carried out.

Establishment.

17. There is nothing of importance to record.

Qanungos.

18. One sadr qanungo was appointed as tahsildar, and another confirmed as naib-tahsildar. The senior diplomate of the Qanungo training school was selected direct as an approved candidate for naib-tahsildarship. Six supervisor qanungos selected in previous years as naib-tahsildars were confirmed.

Three supervisor qanungos were appointed as inspectors of qanungos, one was appointed as survey expert in the Bara Banki settlement, and 65 acted as naib-tahsildars in temporary vacancies.

Patwaris.

19. Out of seven patwaris, admitted to the qanungo training class under the new scheme for promotion of patwaris to supervisor qanungos, six passed, and have been posted as such. There was a slight increase in the percentage of patwaris holding the patwari school certificate. The examination results show generally a distinct improvement. Patwari school at Moradabad, Jaunpur, and Muzaffarnagar were closed, and schools at Naini Tal and Benares re-opened.

Lectures on epidemic diseases and cattle diseases were given to students in the patwari school at Gorakhpur by the district medical officer of health, and it is proposed to extend this instruction to other schools, if possible.

The percentage of resident patwaris fell from 81·94 to 81·66.

The testing of records.

20. The total volume of testing done by officers of the head-quarters staff declined, and this is attributed to the temporary dislocation caused by the preparation of the new *khataunis* referred to above. District officers have again complained of the inadequate time allowed to sub-divisional officers for touring, and the question is still under consideration by Government. There would still seem to be room for improvement in the checking done by sub-divisional officers.

Maps and boundary maps.

21. The work of map correction made good progress though still hampered, as last year, by a deficiency in the supply of tracing-cloth. More maps were tested by sub-divisional officers and tahsildars than perhaps in any previous year. Tahsil registers are reported to be up to date. Boundary marks generally were in good condition.

8. Waste lands.

22. There is nothing of importance to record.

9. Government estates.

(See the reports on the Tarai and Bhabar and the Garhwal Bhabar estates and also the report on estates under the control of the Board of Revenue for the financial year 1927-28.)

Tarai and Bhabar.

23. *Rabi* crops of 1334 *Fasli* were exceptionally good — wheat, barley and gram, both in the irrigated and unirrigated tracts of the Tarai, producing excellent outturns, which fetched good rates. Large areas of land were sown with rice, but the rainfall in the middle of November reduced the standard of outturn, as in many cases the rice rotted while drying, chillies, *arhar* and cotton were damaged by excessive rainfall; but good maize crops were reaped. Owing to late rainfall in October the rapeseed crop in the Bhabar had to be re-sown and even then the seed did not germinate. The outturn for the *rabi* of 1335 *Fasli* was only eight annas on account of excessive rain at the end of January and in February, 1928.

Cholera, introduced by pilgrims returning from Badrinath to Ramnagar, broke out in April and spread rapidly. There were 118 deaths. Plague still continued in Haldwani town where there were 321 deaths, but precautionary measures prevented its spread. The number of deaths again exceeded the number of births. Malaria still remains the great enemy, but good results have been obtained in the circles in which the new Tarai medical establishment has been operating, and it is hoped that further advance will now be made. There was a welcome absence of the rinderpest and foot and mouth disease which marked previous years. When they occurred, outbreaks were small, and the disease mild.

Considerable progress was made with schemes for protective walling, and in the last three financial years 19·31 miles of masonry walling have been constructed with very good results.

The total receipts rose from Rs. 9·45 lakhs to Rs. 9·62 lakhs due mainly to increases in the grazing receipts and the forest receipts. The expenditure rose from Rs. 5·93 lakhs to Rs. 5·96 lakhs. Excluding land revenue, the estates gave a return to Government of Rs. 3·65 lakhs.

The position as regards education is the same as in past years. The carpentry school for Tharu students of Khatima is giving them a useful training in the manufacture and repair of

agricultural implements. Owing to insufficient profits, the co-operative bank was not able to pay a dividend to societies, but paid 6 per cent. to shareholders. Capital has been reduced owing to the policy of reducing the idle balance by repayment of loans and deposits.

Garhwal-Bhabar estate.

24. The year was favourable from the agricultural point of view with slightly excessive rain which did some damage, particularly in the winter. There was a flood in the Khoh river in August which damaged the intake of the left Khoh canal so badly that water could not be supplied for more than a month.

Both *kharif* and *rabi* crops were slightly below average on account of excessive rain. The ganara crop was good everywhere.

There were no epidemics during the year under review, though plague, introduced from outside, broke out at the end with some deaths after the close of the year. Tenants are generally prosperous—the demand of Rs. 46,653 was collected in full, save for Rs. 180, remitted under mill rents.

There were 93 deaths amongst cattle from rinderpest. The estate is badly in need of a veterinary hospital, and it is hoped that funds will soon become available for its construction.

The net result of the year's working was a profit of Rs. 24,282, the largest ever made by this estate.

Other estates.

25. There was again a loss on the working of the Kumaun Soldiers' estate, the total receipts amounting to Rs. 2,318, and expenditure to Rs. 5,294. This estate, however, is not meant to be a paying concern.

Crops were fairly good, and there was no cattle disease. Health has been good. There was a marked reduction in the income of the Mirzapur Stone Mahal, receipts amounting only to Rs. 88,417, as compared with last year's figure of Rs. 1,08,078. This was due to reduced rates of duty on certain kinds of stone; the hope that the reduction in price would be set off by increased demand has not been fulfilled and the old rates are being restored.

Estates managed by the Board of Revenue.

26. The number of estates managed by the Board of Revenue, at the beginning of the year, was 346. Of these, eighteen were sold, fifteen new estates acquired during the year, two estates restored, and one transferred to the Forest Department, so the number now stands at 340.

Efforts to dispose of petty and isolated estates have been continued.

Collections amounted to 91·7 per cent. of the demand, and the estates showed a surplus of Rs. 2·49 lakhs. Management charges were 10·9 per cent. of the total receipts.

The Allahabad government and confiscated estates yielded Rs. 1·39 lakhs for an expenditure of Rs. 82·737 lakhs—the cost of management fell from 11·8 to 11·1 per cent.

The stud farm of Ghazipur yielded an income of Rs. 39,834 for an expenditure of Rs. 5,011, at a cost of management of only 5·9 per cent. The receipts and expenditure of the Dudhi estate advanced to Rs. 93,239, and Rs. 56,051, from Rs. 79,679 and Rs. 41,771, respectively, the increase being due to a forest scheme now being carried out by a special forest officer. The condition of the tenantry in these three estates continues good.

10. Wards' estates.

(See the report of the Court of Wards for the year ending September 30, 1927.)

Estates under management.

27. With the assumption of 24 estates during the year, the number under the management of the Court of Wards rose from 162 to 175. Of the two largest estates taken over by the Board, the Ramnagar estate in Gonda was assumed on account of mismanagement by a special manager under the district judge, while the Partabner estate, Etawah, was taken over as the heir was a minor.

Collections.

28. The total rental demand rose from Rs. 141·64 lakhs to Rs. 146·20 lakhs—the increase being mainly due to the assumption of charge of new estates. Total remissions amounted to Rs. 16,811. Decrees were obtained for Rs. 97,080. Of the net recoverable demand of Rs. 144·15 lakhs, Rs. 138·98 lakhs were collected—a percentage of 96·4 as against 96·3 per cent. in the preceding year.

Cost of management.

29. The cost of management rose from Rs. 16·23 lakhs to Rs. 16.31 lakhs. The percentage of the cost of management to the income remained about the same at 10·6. The number of special schemes of management also remained the same.

Payment of debts.

30. Debts rose from Rs. 140·85 lakhs to Rs. 0·152 lakhs during the year. A sum of Rs. 26·2 lakhs was raised by loans from Court of Wards' estates and other sources, and of this

Rs. 24·03 lakhs were employed in consolidating debts and Rs. 1·43 lakhs were spent on ceremonies. Debts repaid during the year amounted to Rs. 44·81 lakhs of which Rs. 17 16 lakhs were paid from surplus profits.

Wards.

31. During the year 71 wards were receiving education in various schools and colleges, fifteen were taught privately at home, and 13 were being trained in estate management. There were 83 boys and ten girls between the ages of 10 and 21. Fourteen wards were at the Colvin Taluqdars' School at Lucknow, one at the Mayo College, Ajmere, two at the Agricultural College, Cawnpore, two at the Muslim University at Aligarh, and one in the Benares University. Reports on the education of wards were generally satisfactory.

Some of the wards who are being trained in estate management are reported to be doing well. Of the total expenditure on maintenance and education of Rs. 39·64 lakhs, Rs. 1·56 lakhs was spent on education.

Improvements.

32. The total expenditure on improvements amounted to Rs. 15·07 lakhs as compared with Rs. 15·79 lakhs in the previous year. There are now nine agricultural farms, two having been closed as they were run at a loss. Two farms showed a profit, and two others show signs of improvement. There are now 28 seed dépôts, most of which showed a profit. Two hundred and eight wells were completed by the Court of Wards, while 262 were constructed by tenants with assistance from the Court of Wards, and 42 by tenants independently. Various estates are introducing improved seeds and implements among their tenants. A number of bulls and buffalo bulls are at stud in many Court of Wards' estates, and are reported to be doing good work in improving local strains of cattle.

The tenantry: (a) Education.

33. Apart from Rs. 27,603 spent on repairs and construction of school buildings, the total expenditure on education of tenantry amounted to Rs. 1·32 lakhs as against 1·35 lakhs in the previous year. Out of this, the sum of Rs. 34,766 was spent in maintaining 51 schools, while Rs. 9,083 went in grants-in-aid to district board schools, and Rs. 88,464 in providing scholarships and subscriptions to the Canning College and other schools. The four girls' schools continued to do good work. Travelling libraries were extended to three more tahsils in the Balrampur estate; they are now working in twelve tahsils, and have become increasingly popular—as has that of the Payagpur estate.

(b) Medical aid and sanitation.

34. Rupees 1·38 lakhs were spent on medical aid to tenantry—an increase of over Rs. 13,000. Of this, Rs. 60,683 went to maintaining 22 dispensaries in fourteen estates, while Rs. 40,073 was paid as contributions to district boards and Rs. 31,870 to the Dufferin Fund and other medical institutions. The expenditure on sanitation fell from Rs. 30,456 to Rs. 26,744.

Agricultural banks.

35. Twenty-four societies were organized during the year bringing the total to 502. Much work is still needed before results can be called satisfactory.

Litigation.

36. There were eleven suits exceeding Rs. 10,000 in value in which the Court of Wards was involved. Three were decided in favour of the Court of Wards, and eight remained pending at the close of the year.

In a number of estates not a single rent or revenue suit was instituted, and the volume of litigation was reduced considerably as compared with previous years. For this result the new Agra Tenancy Act was mainly responsible.

11. Revenue and rent-paying classes.

(*See Government resolution on Revenue Administration and the report of the Board of Revenue for the year ending September* 30, 1927.)

Revenue and rent-paying classes: Mutation in the revenue papers.

37. There was a decrease from 279,618 to 238,636 in the number of mutations—chiefly in succession cases. The number of mortgages and redemptions decreased. There were 3,613 cases of sale of land under the orders of courts.

Partitions.

38. There were 2,899 new applications for partitions against 3,005 last year. The total for disposal was 6,925 as against 7,020 last year, of which 3,178 were disposed of with a reduction in the pending file from 3,975 to 3,747. The question of improvement in the disposal of partition cases was fully considered by the Board of Revenue during the year in consultation with commissioners, and necessary instructions were issued. The Board of Revenue intend shortly to bring out a partition manual for the guidance of officers.

Rent-paying classes: Tenancy litigation, Agra.

39. The total number of institutions of new suits and applications was 489,512 as compared with 395,285 last year, but the number of suits actually decreased as the increase took place in the number of applications.

40. Owing to changes in the law it is unsafe to compare this year's figures with those of past years, but there has been a marked decline in suits for ejectment, there being only 24,856 as compared with 134,591 for the year 1922-23, the latest normal year. Out of 136,063 applications for ejectment for arrears only 38,645 were successful.

Ejectment suits.

41. The number of suits for enhancement of rent fell from 25,285 to 11,014 owing to the roster year system and other restrictions imposed by the law.

Suits for enhancement of rent.

42. The number of suits for arrears of rent show a slight decrease, i.e., from 221,242 to 220,299.

Suits for arrears of rent.

43. Applications for relinquishments fell from 17,705 to 15,676 during the year. The increase in the Jhansi division (1,422) is said to be due to pressure from landlords.

Relinquishments.

44. Excluding Naini Tal district, the area held under occupancy rights showed a very small increase and now stands at 10,327,885 acres. The land held by statutory tenants and heirs of statutory tenants amounted to 5,991,105 acres, while the area held by tenants of twelve years or more decreased from 4,205,214 to 3,853,404 acres. The decrease was shared by all divisions, and one reason would appear to be the increase in area recorded in occupancy tenure.

Protected areas.

45. There was a marked decline in the number of suits in general. The apparent increase in the total number of institutions (from 395,285 to 489,512) is misleading; the real increase is under applications and the number of suits declined from 319,240 to 287,048. Out of 136,063 applications for ejectment for arrears, only 38,645 were successful. The number of ejectment suits, on grounds other than arrears of rent, decreased from 47,469 to 24,856, and of these, 11,712 were under section 44, on account of the struggle for *sir* and statutory *rights* on the part of landlords and tenants, and the high level is not likely to continue.

Working of the Agra Tenancy Act and Oudh Rent Act.

(*a*) Agra Tenancy Act.

The area from which ejectment was actually ordered for reasons, other than arrears of rent, decreased from 226,384 to 29,924 acres. There was an increase from 51,656 to 76,442 acres in the area from which ejectment was ordered for arrears of rent. There was a slight decrease in the number of suits for arrears of rent (221,242 to 220,299), while suits for enhancement fell from 25,285 to 11,014 owing to the roster year system and other legal restrictions.

(b) Oudh Rent Act.

Stress is again laid on the inequitable results of the working of certain sections of the Oudh Rent Act, especially those dealing with the liability of a tenant to ejectment from his whole holding for illegally sub-letting part of it, and the section disqualifying a tenant, possessing proprietary or under-proprietary rights in a village, from acquiring statutory rights. Attempts to misuse the section relating to acquisition of land by landlords are also reported.

Rent litigation in Oudh.

46. There was an increase in the total number of suits and applications under the Oudh Rent Act from 63,892 to 70,908, while the number of suits for arrears of rent shows a slight decrease. There was a considerable increase (31,537 as against 24,061 last year) in the suits and applications for ejectment and assistance to eject—the increase being due to the ejectment of sub-tenants in large numbers. The total number of cases instituted under section 30(*a*) was almost the same as in the preceding year (422 as against 427 last year).

Revenue court work.

47. There was a very slight decrease from 3,055 to 3,040 in the applications by lambardars for the summary recovery of land revenue, which, with the pending applications, brought the total for disposal to 3,695. The total claim amounted to Rs. 1·94 lakhs, of which 81·44 per cent. was recovered. The acquisition of land for public purposes again showed a great increase, the area acquired being 16,260 acres at a cost of Rs. 25·89 lakhs, as compared with 10,643 acres at a cost of Rs. 12·76 lakhs last year.

Revenue appeals.

48. The total number of appeals for disposal by collectors increased from 9,616 to 10,236. Of these, 8,874 were disposed of against 8,083 last year, and the number pending is now 1,362 against 1,583. Institutions before commissioners increased from 2,393 to 2,461. Out of the total of 3,230 for disposal, 2,429 were disposed of, and the pending file is slightly larger with 801 cases. New institutions before the Board of Revenue fell from 538 to 455 during the year, and the total number for disposal was 580. The pending balance has been reduced from 116 of last year to 93.

Rent court work.

49. There was an increase in institutions in Agra from 395,285 to 489,512 as the new Act was in its opening stage. Disposals fell from 520,232 to 500,347 and the pending balance was 95,010. In Oudh the total number of cases for disposal,

including 1,697 cases pending at the beginning of the year, was 72,605. Of these, 71,305 cases were disposed of as against 64,449 last year, leaving a balance of 1,300.

Execution of decrees.

50. The total number of applications, filed during the year, decreased from 202,443 to 154,854. Including 20,278 applications, pending at the beginning of the year, the total for disposal amounted to 175,132; of these 156,760 were disposed of, leaving a balance of 18,372 at the end of the year as against 20,277 last year. The amount recoverable on the applications actually disposed of is Rs. 89·33 lakhs, and the amount realized Rs. 37·39 lakhs, or 42 per cent. as against 47 per cent. last year.

Rent appeals.

51. The total number of appeals for disposal by collectors rose from 6,159 to 8,850 of which 7,453 were disposed of, leaving a balance of 1,397 against 903 of the previous year. Corresponding figures for Oudh were 953 for disposal—an increase of 38—of which 893 were decided. Institutions before commissioners decreased from 8,764 to 7,350 and the number for disposal was 11,669, of which 7,543 were disposed of.

Honorary assistant collectors.

52. Honorary assistant collectors continued to do good work, those of the Agra division disposing of 13,691 cases compared with 9,513 last year. The number of honorary assistant collectors at the end of the year was 168.

CHAPTER III.—PROTECTION.

12. Course of legislation.

53. The following Acts were passed by the Legislative Council between January 1, and December 31, 1926 :—

(1) The United Provinces Estates (Amendment) Act (Act I of 1928).

(2) The United Provinces District Boards (Amendment) Act (Act II of 1928).

The United Provinces Land Revenue (Amendment-Settlement) Bill was passed by the Council in December 1928, but has not yet received final assent.

The work of the Legislative Council during 1928 is described in the general summary in this year's report.

13. Police.

(*See the report on the administration of the Police Department for the year ending December* 31, 1927.)

(*See also tables* 37 *to* 43 *of the Statistical Abstract for British India, sixth issue*, 1928.)

General.

54. Communal relations were again bad, and there was a corresponding strain on the police force. No fewer than nineteen districts reported riots between Hindus and Muslims. There were fourteen deaths as a result of the Bareilly riot, while in Cawnpore 72 cases of rioting were registered during the communal disturbances there, and twelve in Aligarh. As a result of communal riots and tension, additional police were imposed in the Cawnpore, Bareilly, Ghazipur, Unao, Bara Banki, Aligarh and Dehra Dun districts. There was no agrarian trouble, and, except for a minor strike in Agra, no labour trouble.

Crime statistics.

55. Including cases reported to courts, the total number of true offences is 136,229, a decrease of 241. Material increases are reported in offences against public tranquillity, serious offences against the person, and minor offences against the person, while satisfactory decrease occurred in both serious and minor offences against property. Non-cognizable crime decreased by 663 cases to 148,884.

Investigations.

56. No investigation was made in 16,579 cases or 12·17 per cent. as compared with 14·61 per cent. in 1926, and 17·32 per cent. in 1925. The percentage of convictions to investigations was slightly lower at 25·5. The experiment, tried in Lucknow

city, of investigation by a special plain clothes investigation staff, has proved very successful. The system has recently been extended to Allahabad, and its extension to the other major cities of the province will be considered.

Murder. 57. There has been a slight decrease from 772 to 765. In 62 cases the murderers committed suicide. Five hundred and ninety-two persons were convicted by courts in 304 cases, and death sentences were passed in 172, and upheld in 127, cases. Two constables and six village chaukidars were murdered during the year.

Rioting. 58. The number of riots rose from 1,581 to 1,661. Of these, 122 were the result of communal ill-feeling—in spite of the fact that action was taken under section 107, Criminal Procedure Code, in no less than 366 cases. Additional police were imposed in nine new places. It is significant that all places in which such a force has been posted in the last few years have since been free from communal riots. Out of 518 cases disposed of, 416 ended in conviction. The number of riot cases investigated still continues low.

Grievous hurt. 59. The number of true cases rose from 2,905 to 2,969, and of these only 15 per cent. were investigated. Budaun, Bareilly, Allahabad and Gonda showed the greatest number of cases, and in Bareilly city the use of knives in these cases is common.

Dacoity. 60. The total number of true cases fell from 684 to 651, and is the lowest since 1913. The number of cases in which firearms were carried increased from 259 to 280. Aligarh, Meerut, Etawah, Gorakhpur, Bulandshahr and Bahraich were the districts most affected. The total number of cases tried out was 237, and 186 convictions were obtained, as against 252 and 210 respectively last year.

The outstanding feature of the work of the special dacoity police during 1927 was the breaking up of the gangs of the Chambal Kanjars which for years had troubled the Agra and Jhansi divisions and other parts of the United Provinces. This feat was only accomplished after eight raids had been carried out in the States of Dholpur, Bharatpur, Jaipur and Gwalior, with the full cooperation of the darbars concerned. Altogether, five well-known leaders were captured and one shot dead, while a gang case is being run against 150 Kanjars. Other gangs were also rounded up, and many arrests made, including the

Mallahs of Agra, Etawah and Mainpuri, and the gang of Ad Ram Singh of Dholpur. Mr. Young is still in charge of the force.

Besides the activities of the special dacoity force, the regular police did much good work during the year against dacoits, and in almost all districts have kept the upper hand. In the 2nd range the district police broke up almost every gang that formed.

61. Cases of robbery, burglary and theft decreased from 768, 42,503 and 20,933 to 691, 38,824 and 19,502 respectively. Robbery was most prevalent in Aligarh, Gorakhpur, Agra and Partabgarh. Robbery has become less common on roads frequented by motor vehicles. Robbery, burglary and thefts.

The percentage of convictions in cases of burglary to reports remained the same as last year (10 per cent). In Oudh, the Criminal Tribes Act is steadily reducing burglary. In cities the greatest success has been in Lucknow, owing to the work of the plain clothes investigation staff. One hundred and seventy-four burglars were convicted there during the year, and a large number are under trial. Considerable information has been gathered about burglars and their methods. Seventy-one guns were stolen, of which 28 were recovered, and six revolvers and two rifles were recovered out of 21 and three stolen, respectively.

Cases of cattle theft increased from 4,688 to 5,282. The increase is due to the registration, at the request of the special cattle theft police, of cases concealed in the previous year, and to the revision of the rules regarding registration. This force worked mainly in the western districts, and out of 108 cases sent to courts secured 76 convictions. One gang of Banjaras was arrested in Cawnpore, on information from the Jalaun police, who also arrested another gang of Banjaras with 1,000 head of cattle. In addition 113 prosecutions under section 110 of the Criminal Procedure Code, and 54 under section 109, were instituted. Six hundred and fourteen thefts and 92 strays, which had been concealed during 1925-26, were registered at the request of the special force in 1927. Altogether, the usefulness of the force has been amply demonstrated.

62. There was a considerable increase in the number of cases of kidnapping, i.e., from 716 to 785, and the percentage of cases convicted to cases disposed of rose from 76 to 78. Special attention was paid during the year to this form of crime, and, in Other crimes.

particular, an attempt was made to ascertain how many girls are sold for purposes of prostitution. The Criminal Investigation Department made inquiries on the subject. There were 52 cases relating to manufacture or passing of counterfeit coins compared with 25 in the previous year. In Agra a gang of counterfeiters with wide connexions was broken up—three convictions being obtained.

Prevention and surveillance.

63. There was a decrease from 4,088 to 3,207 in the number of persons prosecuted under section 110, Criminal Procedure Code. Of those prosecuted 1,468 were ex-convicts, and 2,807 had history sheets. Discharges were considerably fewer (245 against 336). Three thousand one hundred and nine persons were dealt with under section 109 of the Criminal Procedure Code. The number of history sheets increased from 48,326 to 50,832—5,889 were discontinued owing to the men concerned earning an honest livelihood. Complaint is general that effective surveillance is impossible with the present staff of chaukidars—proposals for an increase are before Government.

Absconders.

64. There was a slight increase in the number of absconders —1,249 were arrested.

Criminal tribes.

65. The total number of registered members rose from 37,053 to 37,697. The Salvation Army continues to do excellent work in the six settlements under its charge. The experiment of settling Bhantus in the Andamans, under Salvation Army guidance, was continued, and can now be regarded as a success. There are now 450 Bhantus there. A successful attempt has been made to settle the Bauriah question by granting an amnesty under the Criminal Tribes Act. One hundred and forty-one absconding Bauriahs came in, and were provided with land and *takavi* advances. The Bidauli aqueduct and distributary have been completed, and the villagers are now well supplied with water. An experienced deputy superintendent of police has been deputed to look after the people. At present reclamation work is confined to Government or Salvation Army organizations: that there is ample room for other workers in this field is shown by the fact that there are nearly 40,000 registered criminal tribesmen in the United Provinces.

Railway police.

66. The total number of true cases reported was 4,071—the lowest figures since 1915. The decrease is attributed to the establishment and consolidation of the watch and ward staff, and the fact that railway companies lock their wagons. Losses were

the lowest since 1913. There were six cases of obstruction being placed on the line: no serious injury occurred in any case. There were six cases of dacoity, thirteen of robbery, and six of murder. A station master was shot at through a window and killed, no clue was found. Service with the force continues to be unpopular. Proposals for reorganization are now before Government.

Criminal Investigation Department.

67. Twenty-four new cases were taken up by the department, while an equal number had to be refused owing to insufficient staff. Seven new cases of corruption involving five officers of or above the rank of tahsildar were investigated. Two deputy collectors were sentenced to rigorous imprisonment and one was dismissed, while one tahsildar was sentenced to rigorous imprisonment, and proceedings were pending against another at the close of the year under review. Two intricate murder cases were solved, and a series of dacoities in Allahabad worked out. The Special Branch investigated one case, an offshoot of the Kakori conspiracy case, and a conviction was obtained. No revolutionary crime occurred.

Chaukidars.

68. A proposal for an increase of 12 per cent. in the number of village chaukidars is now before Government.

Strength and cost of police.

69. The sanctioned strength of the civil police was increased by one head constable, one naik, and nine constables, while the armed police were increased by 32 head constables, 90 naiks, and 715 constables. One new police station was established in Lucknow, and an outpost reconstituted, while a railway police station at Juhi was converted into an outpost. The total expenditure, excluding village and railway police, rose from Rs. 134·95 lakhs to Rs. 140·44 lakhs, an increase of Rs. 5·49 lakhs. The main cause was increased expenditure on travelling allowance due to the Hardwar and Brindaban Kumbh fairs.

Discipline.

70. The discipline of the force was good, and there were fewer punishments than in the previous year. Twenty officers and two hundred and thirty-one men were dismissed. Five Indian titles and two King's police medals were awarded. Out of 33 cases of ill-treatment or extortion, brought against the police, ten were dealt with by criminal courts, and three convictions resulted, while three convictions were upset on appeal, and four cases were pending at the end of the year. Resignations fell from 717 to 681, and there were only eighteen desertions.

Buildings.

71. Out of a crore to be provided from the loan account, the department has up to date spent almost Rs. 54 lakhs. Thirteen new police stations, one new police lines, two police offices, an isolation ward, and various smaller works were completed during the year.

Miscellaneous.

72. Courses in police training have been established at the Police Training School, Moradabad, and three police officers have been trained in the Army School of Physical Training. Men trained at the Police Training School are now being sent out to districts as instructors. The dépôt for the training of mounted police recruits and new horses at the school, which had been in existence as an experimental measure since 1925, was formally established. The results of the training appear satisfactory.

14. Criminal justice.

(*See the reports of the High Court of Judicature at Allahabad, and of the Chief Court of Oudh on Criminal justice for the year ending December* 31, 1927.)

(*See also tables* 33 *to* 36 *of the Statistical Abstract for British India, sixth issue,* 1928.)

A.—AGRA PROVINCE.

Judicial staff.

73. The total number of sessions divisions remained the same, 19, as in previous year. But the number of posts of additional sessions judges (with powers of a subordinate judge) was increased from two to four. In addition to permanent additional sessions judges, temporary additional sessions judges and sessions and subordinate judges worked for varying periods in eleven districts.

Number of trials.

74. The total number of offences reported under the Indian Penal Code including those pending from the previous year, fell from 112,777 to 109,376 and those reported as true from 78,142 to 75,457. The number of cases brought to trial fell from 69,363 to 66,309, and of persons under trial from 179,696 to 176,072. The progressive decline in cases of robbery and dacoity still continued, and shows the success of the special measures taken against this class of crime. The number of offences against the State decreased to three, but the number of cases against public tranquillity rose from 1,741 to 1,883. The number of cases of contempt for the lawful authority of public servants was the

lowest recorded since 1916. There was a decrease in offences against property and the person, and also in the offences of criminal force and assault.

Offences under special and local laws again showed an abnormal increase mainly under the Municipalities Act, the District Police Act, and the Cantonments Act, but cattle trespass cases showed an all-round decrease. There was greater activity under the Gambling Act, and convictions increased by over 900. Owing to the greater number of motorists there was an increase of offences under the Motor Act. The number of persons bound over under section 110, Criminal Procedure Code, fell from 4,745 to 4,316—a decrease distributed over 24 districts. District magistrates continued to testify to the great value of this section in reducing crime. Cases under the Railways Act fell by 738, as against an increase last year of 2,303.

Duration and results of trials.

75. The average duration of trials in all courts remained at ten days. There was a small increase in the number of cases pending over six weeks from 2,369 to 2,394. The figures obtained from district magistrates regarding the tendency of section 526, Criminal Procedure Code, to cause delay in trial do not support the complaints against this section. The number of witnesses examined rose from 278,200 to 287,779. The number summoned but not examined, fell slightly, but still stands at over 48,000 out of a total of 310,712 witnesses summoned. The responsibility of the local Bars in this matter is pointed out in the Administration Report—while the attention of magistrates is drawn to their powers under section 216, Criminal Procedure Code. There was a decrease in the number of witnesses detained for more than two days by 1,146 to 15,237. The fact that out of 70,465 persons under trial for the offence of causing hurt, 61,214 were acquitted or discharged shows that the number of false or frivolous cases is very large—yet the number of persons dealt with under section 250, Criminal Procedure Code, still remains disappointingly small, though there was a slight increase from 481 to 515. There was a small increase in the number of cases pending over six weeks.

Punishments

76. One hundred and ninety-three persons were condemned to death by courts of sessions, and of these the sentences of 101 were confirmed, 34 persons were released, the sentences of 36 were modified, and the cases of 22 persons were pending at the close of the year. There was a marked fall (440 to 291) in the

number of persons sentenced to transportation, 16,258 persons were sentenced to rigorous imprisonment as against 15,893 last year, while sentences of seven years and upwards fell from 286 to 251. The percentage of sentences in which solitary confinement was awarded fell from ten to eight. Sentences for periods of fifteen days or under rose from 1,476 to 1,505. The number of offenders released on probation, under section 562 of the Criminal Procedure Code, decreased from 2,183 to 2,047.

Appeals.

77. The number of appeals rose from 22,835 to 25,068. The percentage of unsuccessful appeals fell by one decimal point to 67.

Jury system.

78. The number of persons tried by jury rose from 381 to 399. The system is confined to Allahabad, Bareilly, Benares and Cawnpore. The opinion of the courts concerned is on the whole unfavourable towards this system.

B.—OUDH.

Judicial staff.

79. In addition to the regular staff, three additional district and sessions judges worked for various periods, the court of the Special Sessions Judge in Lucknow continued to work until April 6, 1927, and another court of additional sessions judge was created to try the supplementary revolutionary conspiracy case. One temporary additional sessions and subordinate judge was appointed for about three months, while two courts of sessions and subordinate judges continued to work throughout the whole year.

Number of trials.

80. Figures show that there has been a decrease in the volume of serious crimes, though there was an increase of 2,801 in the total number of offences reported. The number of offences under the Indian Penal Code actually decreased by 2,194. Offences against property were less by 804 and against the human body less by 547, while the offences affecting human life were less by 87. The decrease is attributed to better economic conditions and to the fact that serious offences have been seriously dealt with. The number of offences against human life fell to 478, and of robbery and dacoity to 333 from 358. There was a nominal increase in offences of kidnapping, but an increase in offences of rape, causing miscarriage, injuries to unborn children, exposure of infants, and concealment of births.

The increase which has taken place in offences against public tranquillity, contempt of the lawful authority of public servants, and offences relating to religion, may be attributed to the prevailing communal tension. Offences under local and special laws increased considerably from 23,373 to 28,468—there being marked increases under the Hackney Carriages Act, the Municipalities Act, and the District Police Act.

Duration and results of trials.

81. There was an increase of 4 per cent. in the number of cases, and a decrease of 3 per cent. in the number of persons brought to trial. The number of cases pending at the end of the year was reduced from 625 to 561. The average duration of trials was eight days as against eleven in 1926; while in sessions courts it rose from 52 to 56 owing to various big gang dacoity cases. About 40 per cent. of persons were convicted in magistrates' courts—an increase of 5 per cent.

18.5 per cent. of witnesses summoned were not examined. The percentage is rising yearly and requires attention on the part of magistrates. The number of persons proceeded against successfully under section 250, Criminal Procedure Code, rose from 122 to 182, but still remains very small in view of the large percentage of acquittals and discharges. Out of 22,965 cases of hurt 20,525 resulted in acquittal or discharge. Honorary courts decided 48 per cent. of the total number of cases in the province.

Punishments.

82. Death sentences were passed on 96 persons in 1927 as compared with 78 in 1926, and of these 73 per cent. were confirmed by the Chief Court as against 79 per cent. last year. The number of persons sentenced to transportation for life and to imprisonment for periods of seven years and upwards exceeded last year's figures by 213. There was a slight increase in sentences of fifteen days and under. The percentage of persons sentenced to solitary confinement, in addition to rigorous imprisonment, rose from eight to nine in magistrates' courts. The number of persons sentenced to whipping decreased from 210 to 188 of whom 58 were juveniles. One thousand three hundred and sixty-three against 1,052 persons were dealt with under section 562, Criminal Procedure Code.

Appeals.

83. The number of appeals before magistrates fell from 915 to 869, while those before judges increased from 2,108 to 2,276. The percentage of wholly successful appeals was 34 in cases before magistrates, and in cases before judges 17 per cent.

of the appeals against the orders of magistrates were wholly successful, and 8 per cent. of the appeals against the orders of assistant sessions judges. The number of appeals before the Chief Court rose from 563 to 704.

15. Prisons.

(See the report on the condition and management of jails for the year ending December 31, 1927.)

(See also tables 44 *to* 54 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Jail population.

84. There was a slight fall in the number of admissions of convicted persons during the year from 29,689 to 29,108, but the average daily population, which has shown a steady increase since 1920, rose from 29,868 to 31,140, the highest figure for seven years, and one which has only been exceeded in times of scarcity or famine. This figure would have been considerably higher had it not been for a jail delivery in November when 2,973 convicts were released to relieve overcrowding. The main cause is the growth of the life-sentence population in jail owing to the abolition of transportation.

Over 96 per cent. of the convicts were illiterate. The percentage of habitual offenders was 27·57 as against 28·12. The percentage of prisoners sentenced to solitary confinement fell from 5·6 to 5 per cent., and there was a marked fall in the number of those sentenced to simple imprisonment from 7·1 to 4·1; while there was an increase from 87·1 to 90·5 in those sentenced to rigorous imprisonment in consequence of the amendment of section 123(6) of the Code of Criminal Procedure.

Conduct and discipline.

85. Discipline was satisfactory. Only six convicts out of those released failed to gain any remission of sentence for good conduct. The total number of jail offences increased from 21,518 to 23,723. Offences of assault, mutiny and escape numbered 71 as against 42 in the previous year. Twenty-one offences were dealt with by criminal courts, and 23,628 by superintendents. Out of 27 prisoners who were flogged 24 were habitual offenders. Of these thirteen were flogged for riots and twelve for assaults on jail officials. This punishment is held to be essential for dealing with the small percentage of hardened bad characters. There were only four escapes during the year—all from gangs employed outside jails. This figure is the lowest on

record. Two were re-captured. Disturbances occurred in Benares and Lucknow jails in which 23 and ten prisoners, respectively, were concerned. Both cases were rapidly quelled.

86. The death rate was the lowest ever recorded in these provinces; it stood at 8·9 per mille. Admissions to hospital fell to 12,691, the lowest figure for the last ten years. In spite of the overcrowding in some jails, the health of the prisoners was never better, and is attributed to better arrangement for preparing and cooking food, better quality of clothing, and excellent sanitary arrangements. Pneumonia and tuberculosis, with 65 deaths each, were the chief causes of death, while deaths from diarrhoea showed a slight decrease and deaths from dysentery a marked decrease. There were no deaths among leper prisoners whose health remained highly satisfactory. **Health.**

87. The total expenditure rose from Rs. 28·43 lakhs to Rs. 29·16 lakhs due to increased population, while the average cost per head fell from Rs. 96 to Rs. 94. The fall is the largest under the head of dietary in spite of the failure of the grain contract supply system. **Expenditure.**

88. Nine thousand five hundred and eighty-two out of the total population of 31,140 were employed on remunerative industries, and cash profits were Rs. 2·91 lakhs, as against Rs. 2·59 lakhs last year. Sales to the public amounted to Rs. 2·88 lakhs, and to other departments to Rs. 3·28 lakhs. There was a slight fall in general turnover owing to the fact that fewer articles were manufactured for use in the Jail Department, and demands from other government departments decreased. **Employment.**

89. Two hundred and thirty-four boys were admitted into the Juvenile jail, Bareilly, and the average daily population remained at 227. Health was good. The effect of the Star class system on the conduct of the boys has been most beneficial. **Juvenile prisoners.**

90. The institution of vocational classes in dyeing, weaving, carpentry, and smith's work in a number of central prisons, the abolition of penal diet as a jail punishment, and the issue of the new Jail Manual are the most important reforms effected. **Reforms.**

Rupees 3,820 were spent in aid to released convicts. The subject of after-care of released prisoners is about to receive attention from Government. Separate institutions for juveniles, separate jails for habituals, and the establishment of the Star class are the reforms which are urgently needed.

16. Civil justice.

(See the separate reports on Civil Justice for Agra and Oudh for the year 1927, *and the report on the Administration of Civil Justice in Kumaun for the first quarter of* 1927.)

(See also tables 27 *to* 32 *of the Statistical Abstract for British India, sixth issue,* 1928.)

A.—Agra Province.

Administration.

91. The court of the additional sessions and subordinate judge of Cawnpore has been made permanent with jurisdiction over the revenue district of Fatehpur. Tahsil Etmadpur was transferred from the Fatehabad munsifi to the Agra munsifi to equalize work. The experiment in re-arrangement of the subordinate courts of the Moradabad judgeship did not prove a success and was abandoned. The court of the munsif of Saidpur was moved from Saidpur to Ghazipur.

Judicial staff.

92. Temporary additional district judges and temporary additional subordinate judges were employed for varying periods in five and twenty-one districts respectively. Twenty-four additional munsifs were employed in different courts for varying periods.

Original suits.

93. The total number of suits instituted rose from the record figure of 176,378 to 191,297. Leaving out the contribution of the Kumaun courts, the other courts of the province showed an increase of 13,806. The increase is accounted for by the rise of 17,295 in the suits filed in small cause courts. There was a fall in the number of suits instituted before other courts. The total value of suits filed fell from Rs. 1621·38 lakhs to Rs. 1131·67 lakhs.

There was an increase of 16,421 in the number of cases disposed of, but the pending file rose by 2,543 to 35,336. While there was a considerable decrease in duration of both contested and uncontested cases in the courts of district judges, there was a slight increase in duration of uncontested cases in courts, both of subordinate judges and munsifs, and a considerable increase in the duration of contested cases—the figures for subordinate judges' courts being 183 days as against 87 last year.

Appeals.

94. The total number of appeals before courts subordinate to the High Court, increased from 14,341 to 14,519. The pending file fell by 163 to 4,593—the average duration of appeals was 159 days as compared with 154 last year. The total number of appeals before the High Court rose from 7,352 to 7,678. The pending file increased from 4,566 to 4,664, of which 3,894 were pending for more than three months.

Execution of decrees.

95. The number of applications rose from 178,530 to 192,663. Disposals increased by 9,326, but the pending file increased by 480 to 33,696. The percentage of fructuous applications rose from 48 to 50.

Honorary courts.

96. The number of village munsifs courts at 77 was twenty less than in 1926, and of these 73 worked during the year. Institutions fell from 6,762 to 6,037, and the total value of suits decreased from Rs. 1·34 lakhs to Rs. 1·21 lakhs. There were 39 honorary munsifs (compared with 37 last year) who disposed of 12,894 suits as against 10,112.

Insolvency.

97. The number of insolvency cases rose from 2,509 to 3,052.

Buildings.

98. For the third year in succession no provision could be made for major works.

B.—Oudh.

Judicial staff.

99. Two temporary courts of additional district and sessions judges worked during the year, including that of Unao. One additional district judge worked for three months at Gonda. Six additional subordinate judges worked throughout the year in various districts, and one additional small cause court judge, while one additional subordinate judge worked for three months in the year at Lucknow. Two district and sessions judges and a small cause court judge had to work for four months to dispose of certain election petitions.

Original suits.

100. The number of institutions decreased from 70,576 to 69,042. Disposals dropped from 73,619 to 72,502, and the pending file was reduced from 12,044 to 10,490. There was an increase in the value of suits of 2 per cent., i.e., from Rs. 251·01 lakhs to Rs. 255·34 lakhs—the increase being confined to courts of munsifs and district judges. The valuation of small cause court cases increased by 12 per cent. There was a marked

increase in the duration of contested cases before district judges, and a slight increase in the duration of contested cases before munsifs, but a drop in the duration of such cases before subordinate judges. There was, however, an increase in duration of both contested and uncontested small cause court suits before subordinate judges.

Appeals.

101. The number of civil appeals rose from 1,856 to 1,875, and the pending file from 407 to 513 at the end of the year. Out of 1,853 appeals 387 were wholly successful.

Execution of decrees.

102. There was a slight decrease from 71,052 to 70,392 in the number of applications, and an increase in disposals from 70,007 to 71,677—the pending file being reduced from 13,166 to 11,581. The percentage of fructuous applications was 27·58 as against 25·75.

Honorary courts.

103. Twenty honorary munsifs worked during the year, out of 29 who disposed of 5,228 suits as against 6,573 last year. The number of village courts is now six, and the number of cases decided by them fell from 618 to 476.

C.—KUMAUN.

Number and conduct of suits.

104. As the administration of the civil justice of the Kumaun division passed under the jurisdiction of the High Court at Allahabad from April 1, 1926, the figures given only relate to pending cases which were left in the court of the Commissioner, Kumaun division, for disposal.

The 47 pending civil suits were disposed of, as were seven out of eight miscellaneous cases, one being left pending at the close of the year in the court of the Deputy Commissioner, Naini Tal.

Appeals.

105. Out of 93 appeals for disposal, four were dismissed in default, 63 confirmed, one modified, sixteen reversed, and eight remained pending. Twenty-two miscellaneous appeals were disposed of, leaving four pending. Three out of four applications for revision made were disposed of and one remained pending.

Execution of decrees.

106. The number of applications for execution of decrees was 1,924, as against 3,218 in 1926, of which 225 remained pending at the close of the year. Wholly infructuous applications numbered 1,127, while in 404 cases satisfaction was obtained wholly or in part.

17. Registration.

(See the note on the Administration of the Registration Department for 1927.)

(See also table 57 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Registration.

107. The total number of documents registered decreased from 296,989 to 264,791, or a decrease of 10·8 per cent. The bulk of the decrease is noticeable in compulsory registration under the heads of (*a*) sales or exchanges of the value of Rs. 100 and upwards, (*b*) mortgages, and (*c*) leases. The decrease under leases occurs chiefly in Agra province where it amounts to 33 per cent. This sudden drop is due to the enforcement of the new Tenancy Act which confers life tenures on most of the tenants. Mortgages went down by 10 per cent., and sales and exchanges of immovable property by 6 to 7 per cent., due chiefly to the good harvest which reduced prices of food grains and also to a disinclination to invest money in hypothecating land owing to the new Tenancy Act.

Financial.

108. The total receipts amounted to Rs. 13·03 lakhs compared with Rs. 13·64 lakhs, or a decrease of 4·5 per cent. About one-third of it, i.e., Rs. 20,000 is likely to be permanent representing loss due to reduction in the number of leases. The income of fees from inspection and search rose by Rs. 23,722, due to greater activity of departmental officers in stopping leakage of information. The expenditure was Rs. 4·60 lakhs against Rs. 4·57 lakhs last year. One new sub-registrar's office was constructed and six extensions and alterations were carried out during the year.

General.

109. The number of inspections was 573 as against 581; 199 were made by revenue officers and 187 by inspectors. As a result of departmental inquiry one sub-registrar was reduced and transferred. A sub-registrar and muharrir were prosecuted under sections 161/420, Indian Penal Code, but acquitted.

18. District boards.

(See table 138 *of the Statistical Abstract for British India, sixth issue,* 1928.)

General.

110. There was a falling off in the interest of members in the working of the district boards of the province. The percentage of attendance fell from 57 to 52·7 per cent. during

the year under review, while out of a total of 923 meetings, no fewer than 163 proved abortive for want of a quorum, and 87 were adjourned. This compares badly with last year when there were only 82 abortive meetings and 72 adjournments. In few boards sub-committees are reported to have done good work, but as usual very little is said in favour of tahsil sub-committees which continue to suffer from apathy on the part of their members, in turn partly due to refusal on the part of boards to delegate powers. There is plenty of scope for these bodies in making inspections in the tahsil area; yet inspections generally have become fewer though these committees could do no more useful work. After repeated warnings Government were compelled to supersede the Banda district board on account of persistent maladministration, and entrust its duties to the district magistrate for three months until a new board was elected.

Income.

111. Excluding opening balances and debt heads, the total income was Rs. 192·45 lakhs as against Rs. 196·15 lakhs last year. Government grants were Rs. 87·07 lakhs as against Rs. 87·63 lakhs, and amounted to 45·24 per cent. of the total income. A grant of Rs. 75·36 lakhs was allotted to education, compared with Rs. 73·45 lakhs last year, while Rs. 6·42 lakhs were allotted to medicine and public health as compared with Rs. 7·88 lakhs last year. The recurring grant for roads was the same as last year—Rs. 3·60 lakhs. Receipts from pounds fell from Rs. 10·66 to Rs. 9·41 lakhs. There was a decrease of Rs. 2·20 lakhs in receipts from local rates, chiefly due to advance collections last year, but an increase from Rs. 92,851 to Rs. 1,23,673 in receipts from taxes on circumstances and property. The income from ferries, education, medical and veterinary services, markets and shops, fairs and exhibitions, and that from contributions from local bodies and private persons all show increases. The incidence of taxation per head of population ranges from seven pies in Garhwal to eight annas and six pies in Muttra, while the provincial average has slightly increased from two annas and five pies to two annas and eight pies.

Expenditure

112. The total expenditure rose from Rs. 195·56 lakhs to Rs. 200·70 lakhs. The cost of general administration was Rs. 10·04 lakhs as against Rs. 9·78 lakhs, and on pounds Rs. 5·16 lakhs as against Rs. 5·10 lakhs. Expenditure on education

increased from Rs. 100·34 lakhs to Rs. 103·91 lakhs, while that on medicine and public health rose from Rs. 26·52 lakhs to Rs. 26·72 lakhs, of which Rs. 7·28 lakhs was devoted to public health and vaccination. The amount spent on civil works rose from Rs. 46·29 lakhs to Rs. 47·27 lakhs of which communications received Rs. 30·82 lakhs as compared with Rs. 31·81 lakhs last year, and Rs. 33·27 lakhs the previous year.

Financial position.

113. The total expenditure exceeded the total income by Rs. 8·25 lakhs. The closing balance stood at Rs. 37·72 lakhs against Rs. 42·24 lakhs last year. While the boards drew on their resources by the sale of government securities and withdrawals from saving banks amounting to Rs. 4·06 lakhs, excluding deposits and balances ear-marked for specific purposes, the balance at the absolute disposal of all boards fell from Rs. 17·80 lakhs to Rs. 11·92 lakhs. The dangerous financial position of many boards is shown by the fact that no fewer than twelve boards had debit balances, and fifteen had less than Rs. 20,000 at their disposal. Up to date only six districts have imposed taxes on circumstances and property—Meerut, Moradabad, Cawnpore, Allahabad, Lucknow and Fyzabad. The tax was to be imposed in Saharanpur and Muzaffarnagar in the current year, and also in Aligarh, while Mainpuri, Farrukhabad and Dehra Dun have passed resolutions to impose it. A similar resolution was passed in Benares, but the board has taken no action as yet. Partabgarh is to impose the tax. It is encouraging to find that some boards are at last awakening to the fact that increased taxation is absolutely essential if they are to remain solvent, but the results obtained by the boards that have actually enforced the tax hitherto have not been very hopeful. In one district only Rs. 22,551 was realized out of a budget estimate of Rs. 80,534, and expenditure on this collection amounted to Rs. 9,548; out of this latter figure Rs. 4,494 was spent on travelling allowances for members of the board in connexion with assessment. The proportion that collections bear to the total income of boards is small.

Medical and public health services.

114. The efforts of boards to induce medical practitioners to settle in rural areas are not proving very successful, and in some cases government grants have lapsed through inability on the part of the boards to get any doctors to do so. The present number of such practitioners is only 38, while there are 278 rural centres where they might be appointed. Better success has

been achieved by the Government's offer to assist boards to open new dispensaries of the western type with a grant of half of the non recurring and recurring cost. Twenty-five new dispensaries have so far been opened under this scheme. The dispensaries run on indigenous lines are becoming increasingly popular; more have been opened and the number of patients treated at them generally shows an appreciable rise. Their equipment however still continues to be inadequate, and supervision over *vaids* and *hakims* is not satisfactory. The dispensaries differ widely in efficiency and supervision is difficult. The condition of hospitals at some head-quarters is bad, e.g., that at Bareilly, where the surgical ward needs re-roofing. A scheme is under consideration for provincializing, or assisting with provincial grants, the most important of these hospitals, and for administering them by special committees. The long-standing quarrel that exists in many districts between municipal and district boards as to contribution by the former towards the cost of intra-municipal dispensaries supported by the latter, has been settled amicably in some districts, but still continues in other.

Medical aid for women.

115. A few new female dispensaries have been opened, and others are reported to be becoming more popular, but progress is still very slow, and the difficulty of staffing these dispensaries continues to be great. Most of the progress in this direction is the result of work done directly through the Dufferin Fund and Chelmsford League without the agency of district boards.

Sanitation.

116. Twenty-six districts have now a specially trained health staff. Their work is of great importance in dealing with outbreaks of epidemic disease. Progress is slowly being made in improving the sanitary condition of villages. Wells have been closed and pumps fitted in villages; the district health staff is doing something to educate villagers by propaganda; encouraging results are reported from an experiment in Bijnor where vaccinators were employed to superintend sanitary work in the villages, and the assistant director of public health was much impressed with the results obtained. Local apathy, both in the people and in the boards, is still the great obstacle. Too many boards still show unspent balances of sanitary grants in spite of the fact that now a number of them have at their disposal the services of the district health staff. They prefer the

old policy of sporadic effort to an organized attempt to improve conditions in given areas.

117. The road system under the control of the boards continues to deteriorate year by year; almost all divisions report that the condition of metalled roads is unsatisfactory and that of unmetalled roads very bad—in some cases the latter may be said to have ceased to exist. The causes, to some extent, are beyond the control of the boards. Motor traffic, especially that of heavy motor lorries (often overloaded), has increased very much, and in some cases nullifies all attempts at repairs. At the same time the boards have not faced the question fairly. In many cases they are actually spending less on their roads than in past years, and in some cases, particularly as regards expenditure on unmetalled roads, very little result is obtained for money spent. Few boards have shown a clear grasp of the need of a properly qualified staff and regular allotment for repairs. In view of the position of the boards, Government have decided to help them. A suggestion that Government should resume control of some of the metalled roads was, generally speaking, rejected by boards. A scheme, however, has now been prepared by which those few roads which are not provincial and which connect (*a*) this province with Indian states, (*b*) head-quarters of divisions with each other, or (*c*) serve large pilgrim centres are to be made provincial, and the boards will be relieved of their cost. Of the remaining roads in thier charge, the Government propose to give a grant of half the cost of those roads which connect (*a*) headquarters of districts with each other or (*b*) the district headquarters, with the tahsil head quarters, provided that there is government supervision of the work done on these roads; if the work done is found to be bad, the grants will be withdrawn. In this way the district boards will be relieved of expenditure amounting to more than seven lakhs, and this amount is to be expended on the maintenance and improvement of the remaining roads in their charge. A small sum was provided for this scheme in the 1928-29 budget and was passed without discussion in the Council.

Education.

118. The expenditure rose from Rs. 100·34 lakhs to Rs. 103·92 lakhs, towards which Government contributed Rs. 75·36 lakhs, or nearly 72 per cent. while district boards' expenditure rose from Rs. 26·90 to Rs. 28·35 lakhs. The number of schools managed by district boards increased from 15,222 to 15,846, while there was

a rise from 4,382 to 4,679 in the number of aided schools. There was an increase from 1,046,890 to 1,120,019 in the total number of scholars attending both district board and aided schools. The marked discrepancy between the numbers in the upper primary sections and the lower primary sections still continues. Out of the total number of scholars in all schools 892,072 are in the lower primary classes. It is hoped that the gradual spread of compulsory primary education will improve attendance in the upper primary sections. Nine boards have introduced compulsory primary education for boys in 121 selected areas, and 24 boards have submitted schemes for government sanction. It will be difficult for the boards, most of which are in a bad financial position, to finance a large extension of primary education—even if Government, as proposed, bears two-thirds of the extra recurring cost. At present school buildings everywhere are in a deplorable condition, and equipment is generally indifferent, while admittedly the standard of efficiency among boards' teachers is low. The boards will have to make greater efforts than they have done hitherto to set their finances in order and to tap every available source of income if they are to meet the drain of the extra cost of the improvements required in the existing system, together with the additional expenditure required for the new scheme.

Government have done something to meet the need for school buildings by making grants totalling Rs. 3·8 lakhs to eight boards. The great difficulty in extending female education in the rural areas, the dearth of trained teachers, is still present, and so far from trying to solve it many boards seem unwilling to pay the recognized rates of pay for trained teachers and their attitude is often one of indifference.

Large increases in the number of boys of the depressed classes attending district board schools are reported from various districts, in one of which the number rose from 1,844 to 9,272. The prejudice against boys of these classes appears to be slowly breaking down. The number of schools in which agriculture is taught rose from nine to sixteen, and it is hoped that 28 such classes will be opened by the end of the year; the initial dislike against them is disappearing, and though the practical difficulties are great, the scheme promises to be successful. Efforts have been made to start manual training classes in various schools, and are meeting with some success.

19. Municipal boards.

(See tables 134 to 137 of the Statistical Abstract for British India, sixth issue, 1928.)

General.

119. The average attendance of members at meetings was generally satisfactory. On the whole the number of meetings showed a welcome decrease, but in some cases is still far too high with the result that the number of adjourned and abortive meetings is greater than it need otherwise be. There was an improvement in collections in some boards, but in others the percentage of arrears remains very high, and is one of the main causes of the financial difficulties under which many boards labour; a particularly bad feature is the unpunctual collection of water dues which is a blot on the administration of most boards which possess water supply systems. The accounts of many boards are not yet in a satisfactory condition. Very often no action is taken on audit notes, while boards as a rule are loath to deal out adequate punishment to their servants for the neglect of rules. Various boards have added to the amenities of the towns under their charge or propose to do so in the near future. Four towns are introducing electric lighting, and three others have applied for licences. Many boards are attempting to cope with the difficult problem of reconstructing their roads to meet the needs of modern traffic.

Income.

120. Total income rose from Rs. 155·43 lakhs to Rs. 157·08 lakhs of which Rs. 10·07 lakhs were contributed by Government as against Rs. 9·9 lakhs last year. Revenue derived from municipal property, apart from taxation, was Rs. 34·53 lakhs as against Rs. 35·03 lakhs last year.

(a) From taxation.

121. The total receipts from taxation were Rs. 107·83 lakhs—a rise of Rs. 4·26 lakhs from last year. The chief increases were octroi Rs. 2·44 lakhs, tolls (roads and ferries) Rs. 0·43 lakhs, water rate Rs. 0·32 lakhs, and pilgrims tax Rs. 1·48 lakhs. The increase in the latter figure was chiefly due to increased pilgrim traffic at the *Kumbh mela*, Hardwar, and increases in the pilgrim dues levied there and at Benares.

There were small decreases in the tax on professions and trades, and in conservancy, and decreases of Rs. 0·46 lakhs in the tax on circumstances and property, and Rs. 0·17 lakhs in the terminal tax.

(b) From other sources:

122. There were decreases of Rs. 1·01 lakhs in the sale-proceeds of land and produce from lands, and Rs. 0·45 lakhs in the sale of water, and increases of Rs. 0·84 lakhs in revenue from fairs and Rs. 0·24 lakhs in income from fines.

Expenditure.

123. Total expenditure, excluding debt heads, fell from Rs. 164·72 lakhs to Rs. 158·79 lakhs. General administration and collection charges rose from Rs. 17·59 to Rs. 18·01 lakhs, hospitals and dispensaries from Rs. 4·20 lakhs to Rs. 4·89 lakhs, roads from Rs. 15·07 lakhs to Rs. 15·29 lakhs, and public instruction from Rs. 15·84 lakhs to Rs. 17·12 lakhs. Expenditure on lighting charges decreased from Rs. 20·21 lakhs to Rs. 12·97 lakhs. There were small decreases in expenditure of Rs. 0·63 lakhs in water supply establishments, Rs. 0·10 lakhs under conservancy, Rs. 0·47 lakhs under charges on account of the health officers and sanitary inspectors, and Rs. 0·23 lakhs on public works (buildings). Capital outlay on drainage showed a decrease from Rs. 3·84 lakhs to Rs. 3·36 lakhs. The marked decrease under lighting (public safety) is due to a decrease in the figure for this item in Mussoorie which was swollen last year by the inclusion of Rs. 8·47 lakhs capital charges spent on the electric supply system there. In view of the conditions prevailing in most towns, the drop in expenditure on conservancy and capital expenditure is not satisfactory. Boards repaid Rs. 5·60 lakhs worth of loans during the year as against Rs. 6·24 lakhs last year. The amount invested in securities and savings banks rose from Rs. 3·20 lakhs to Rs. 4·93 lakhs.

Financial position.

124. The financial position is better than it was last year, though not yet quite satisfactory. The total expenditure is still greater than the income; but the excess has fallen from Rs. 11·27 lakhs last year to Rs. 1·70 lakhs this year. The closing balance rose from Rs. 42·29 lakhs to Rs. 42·40 lakhs, and after the successive decreases of the last two years there was a welcome increase from Rs. 24·98 lakhs to Rs. 29·05 lakhs in the amount of invested funds. Other encouraging features were the rise from Rs. 3·20 lakhs to Rs. 4·93 lakhs in the amount invested in securities and savings banks and the marked decrease from Rs. 6·17 lakhs last year to Rs. 0·76 lakhs this year in the sale of the securities which had been one of the most disquieting features of the last two years. To a great extent boards could improve their position by more rigorous collection of dues—especially the collection of water-rate, and by closer supervision of other sources of income such as octroi and land.

Municipal services: Roads.

125. Expenditure on roads showed a slight increase over last year from Rs. 15·07 lakhs to Rs. 15·29 lakhs, but this compares unfavourably with Rs. 17·69 lakhs in 1925-26. Cawnpore has in hand a large programme of road reconstruction, an important section of which has already been completed. Lucknow also has a programme, and Allahabad, Agra and Benares are endeavouring to frame a programme which is within financial possibility. Other boards are striving to effect improvements, but some are still not alive to their duties in this respect. These boards not only spend less money on roads than before, but do not realize the necessity of adopting modern methods of construction and a systemtic programme of repairs.

Water supply and drainage.

126. Fifteen towns now have a water supply system. Of these, eight worked at a profit and the remainder at a loss. Boards still continue to lose money on systems which could with proper management be made to yield a profit. It is estimated that they could add three lakhs to their income if they accepted and worked in a proper spirit the recommendations of the Mechanical Adviser. Boards still show a tendency to interfere in details of management and with the staff. But there has been a steady improvement and a growing recognition that water-works administration should be treated as an expert department and that income should at least equal expenditure. Some progress has been made in the smaller towns in the direction of preparing schemes.

Improvements were made to the water supply of Agra, Allahabad (*Magh mela* water supply), Dehra Dun, Gola Gokaran Nath, and Hardwar, while schemes are in progress or are contemplated at Allahabad, Aligarh, Almora, Benares, Cawnpore, and several other places. A number of municipalities are taking an active interest in the improvement and development of their drainage schemes. The Cawnpore municipal board has in hand extensions which will cost about Rs. 8 lakhs, while the Lucknow board, after recently finishing the work of remodelling their sewage pumping station, is now carrying out repairs to the intercepting sewers and is also constructing a drain to take the sewage which at present flows into the Ghazi-ud-din Hyder canal. Drainage works for which projects have been prepared or which are under survey are Ajudhia, Benares, Budaun, Gorakhpur, Hardwar, Muzaffarnagar, Bareilly and Unao. Proposals for the drainage of many other towns are under consideration. The Agra municipal board has received sanction from Government for a very

large drainage scheme, estimated to cost just under Rs. 50 lakhs. The board has decided to spend Rs. 8 lakhs on the first instalment of the scheme.

Lighting.

127. Up to the end of the year under review supply licensees were operating electric light and power systems in eleven towns and it was hoped that supply would begin in four other towns in the coming year. Licences for two more towns were granted while applications for three more were under consideration. The issue of licences for Meerut and Moradabad was held over in view of the proposed hydro-electric supply by the Irrigation Branch of the Public Works Department.

Vital statistics.

128. The birth rate increased and the death rate declined—the former was 48·02 per mille against 45·24 in the previous year and the latter was 36·13 per mille as against 41·58 last year. The provincial infantile death rate for municipalities showed a marked decrease from 278·29 to 233·77—the death rate among infants in thirty five municipalities was higher and in fifty lower than this average. Small-pox and plague showed a great decrease over last year but the death rate from cholera increased by 0·20.

Maternity and child-welfare centres increased from 22 to 33, new centres being opened at Aligarh, Ballia, Hardoi, Kheri Partabgarh and Unao.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

20. Agricultural produce.

(*See Season and Crop report for the Fasli year* 1335 *ending June* 30, 1928.)

(*See also tables* 161 *to* 164-*A, and* 290 *to* 297 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Character of the season.

129. Rainfall was generally below the average in June, 1927, and only moderate in July and more rain was urgently needed in some districts, though agricultural operations were in general well forward. Rainfall in August was moderate and distribution fairly even—there was some local damage from floods in Bahraich and Naini Tal. After a week of general rain in September, there was a long break for two weeks followed by a week of moderate downfall which proved very beneficial. On the whole, the month was one of short rainfall. The season was not generally as favourable for the *kharif* crop as last year.

The first half of October saw general rain—which was excessive in the Rohilkhand division and a few other districts. Taken as a whole, the rainfall was far above normal in most districts but distribution was uneven. November brought light falls, but the first half of December was rainless. This was followed by general and fairly well-distributed rain in December (except in Benares) which improved crops. Rainfall in January was in excess in most districts, and was followed by unusually heavy and general rainfall in the first half of February. Crops in low-lying districts were damaged. March and April saw practically no rain, but some fell in the second and fourth weeks of May. Hailstorms and rust reduced the yield very greatly, especially in the eastern districts of Oudh and Bundelkhand. Weather conditions, on the whole, were not favourable to the *rabi* crops.

Cultivated area.

130. The net cultivated area was 34,510,108 acres against 34,283,218 last year, an increase of 0·7 per cent. but was 1·6 per cent. below normal. Naini Tal was 19·7 per cent. below normal but this was better than last year, and the tendency to recover has been maintained. The *kharif* area showed a slight increase

which was shared by the Jhansi, Benares and Lucknow divisions, but was still 5·7 per cent. below normal, The *rabi* area showed an increase of 6 per cent. shared by all divisions except Jhansi (which showed a decrease of 2·7 per cent.), and which was most marked in the Meerut and Rohilkhand divisions where it amounted to 17·6 and 15·6 per cent. respectively.

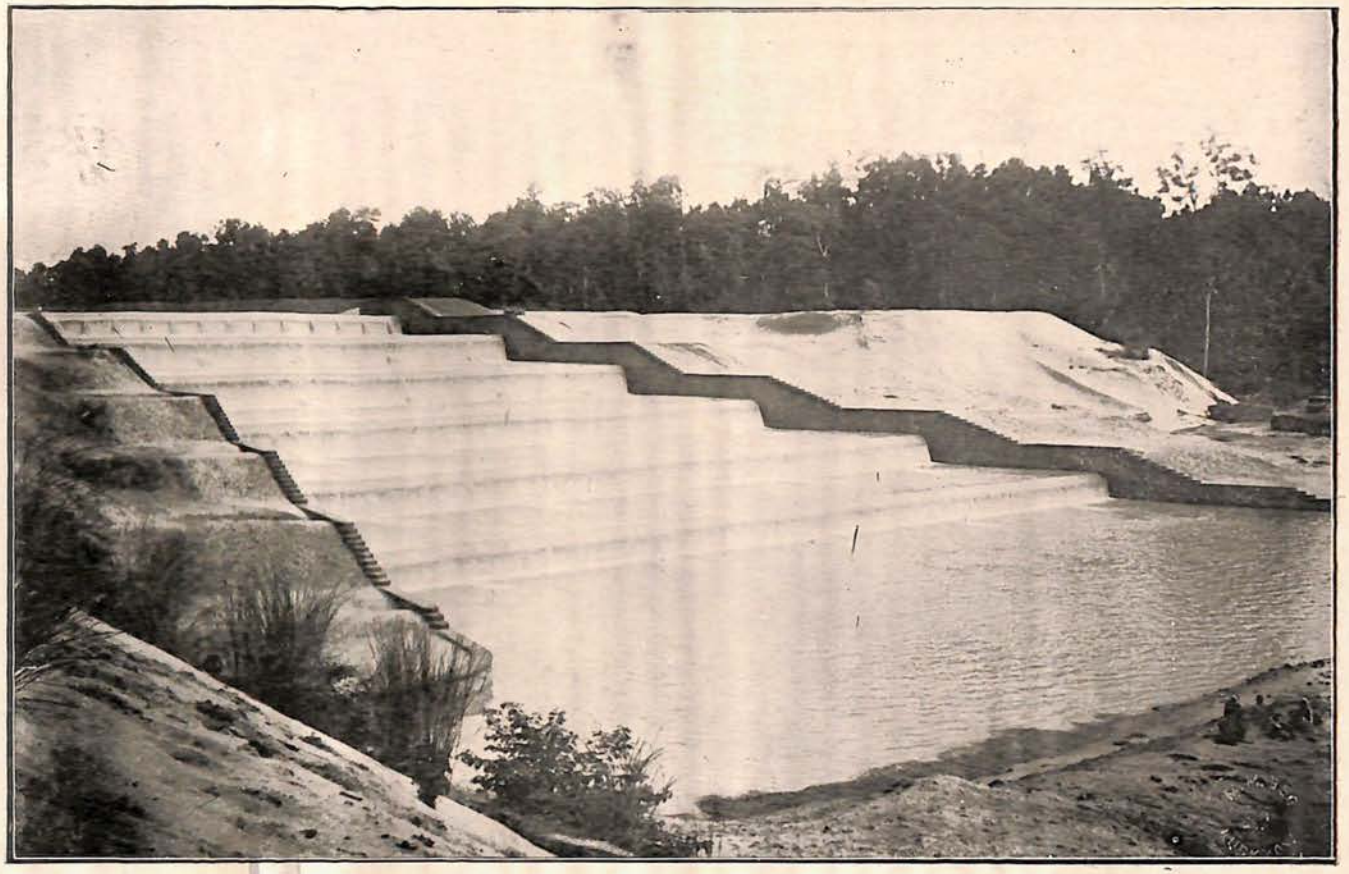
The deficiency of rainfall at the time of sowing is responsible for the decrease in the area (79,617 and 92,945 acres respectively) under early and late rice. All other *kharif* crops show an increase, except cotton the area under which decreased by 20·8 per cent. The decrease under sugarcane was insignificant, and the area is still above normal by 32·4 per cent. Indigo cultivation is steadily declining. The area under hemp, which declined by 23·7 per cent. is still above normal by 83·2 per cent. Sufficient moisture in the soil at the time of sowing led to a fair increase in the *rabi* area. The increase was spread over all crops except gram, which showed a negligible decrease. Poppy cultivation, which is under the control of the Opium Department, decreased by 5,611 acres or 9·6 per cent.

Yield of crops.

131. Taking 100 as the full outturn which might be expected in normal circumstances for the area sown, sugarcane, cotton and rice fell from 90, 80 and 80 (for both early and late rice) to 80, 75 and 75 respectively. The other *kharif* crops showed an outturn of 85, except *til* which was 80. All *rabi* crops showed decreases; wheat fell from 80 to 75, barley from 85 to 70, gram from 80 to 70, and linseed and rapeseed from 80 and 75 to 60 and 45 respectively.

Prices.

132. The price of wheat showed a steady downward tendency during the year and reached its lowest figure, 8·5 seers in March, while that of barley stabilized at 11 seers—its lowest figure—also in March. Gram was stationary at 8·75 seers from November to March, and *juar* and maize varied, but on the whole tended to drop. Rice was lowest at six seers in December and January, and thereafter rose to 4·75 in May and June. Fodder was sufficient everywhere during the year and crops covered an area of 53 per cent. in excess of normal.



Tail fall of escape, Sarda Main canal.

21. Irrigation.

(See the Irrigation Administration Report for the year ending March 31, 1928, *and also the Season and Crop Report for the year ending June* 30, 1928.)

(See also tables 163, 288 *and* 289 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Sources of irrigation.

133. Over 12,000 new masonry wells were constructed during the year, but the number actually in use fell from 578,457 to 568,115. Non-masonry wells decreased in number by 100,000 to 635,855. Artificial sources of irrigation will be greatly increased by the opening of the Sarda canal, which will add over 1,300,000 acres to the irrigated area of the province. There were 16,148 miles of canal channels open during the year.

Total irrigation of the year.

134. The net irrigated area fell from 10,280,613 to 5,505,197 acres, or by 46·5 per cent. due to abnormal winter rains. The canal-irrigated area decreased from 2,989,516 to 2,337,251 acres, or by about 21·8 per cent. The area irrigated by wells dropped from 5,378,818 to 2,847,635 acres, or by 47·1 per cent., while that irrigated from tanks and reservoirs decreased by 13·6 per cent. from 70,251 to 60,706 acres.

Area irrigated from public works.

135. During *kharif* the demand in April and up to the first half of May was from just over a half to seven-eighths of full demand. After this it reached its maximum, which it maintained until the break of the monsoon. Supplies were generally sufficient, except in the Rokhilkhand and Dun canals, where they were reported to be short during May and June and June and July respectively. In Bundelkhand, supplies were generally sufficient. The *rabi* season was most exceptional; the constant heavy rain made it a most unfavourable one from the irrigation point of view, and demand never rose high. Of the total area, irrigated by canals, 51 per cent. was under *kharif* crops, and 49 per cent. under *rabi* crops.

Value of irrigated crops.

136. The estimated value of crops irrigated by State canals was Rs. 1475·07 lakhs as compared with Rs. 1955·39 lakhs last year, the decrease being due to exceptional *rabi* conditions.

Financial results.

137. The gross revenue rose from Rs. 162·89 lakhs to Rs. 164·48 lakhs, and the net revenue fell from Rs. 97·39 lakhs to Rs. 97·19 lakhs.

Return on capital outlay.

138. Productive works earned a net revenue of Rs. 101·06 lakhs, or Rs. 25,000 less than last year, while there was a loss on unproductive works of Rs. 3·87 lakhs as compared with Rs. 3·94 lakhs last year. After deducting interest charges, the

net revenue on productive works was Rs. 31 lakhs, which gives a return of 1·70 per cent. on the total capital outlay. If the capital outlay of Rs. 713 lakhs on the Sarda canal, up to date, be omitted, the net return amounts to 5·88 per cent. from productive canals. On the unproductive works, loss on the capital outlay fell from 4·84 to 4·75 per cent.

New capital outlay.

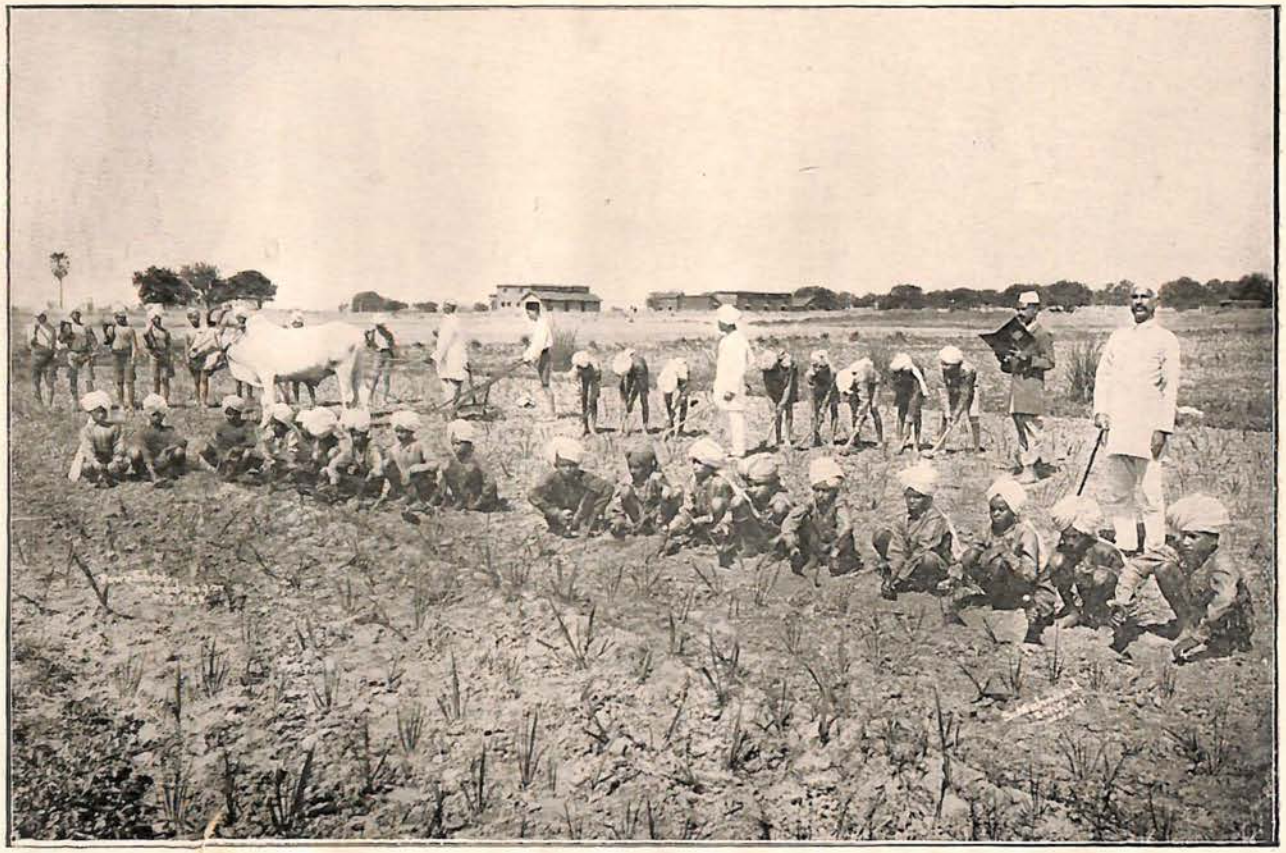
139. The total new capital expenditure increased from Rs. 139 lakhs to Rs. 154 lakhs, and the total capital expenditure now stands at Rs. 2123·10 lakhs. Of the new capital, Rs. 147 lakhs was spent on the Sarda canal. In spite of the work having been retarded by an unusually wet winter season and a serious epidemic of plague, progress on the headworks of the Sarda canal was satisfactory. The piers of the Sarda barrage were completed up to the thirtieth bay and all the floors were finished up to the thirty-second bay. By the end of March work was in progress in the thirty-third and thirty-fourth bays, and also on the left abutment and downstream wing wall. The girder bridge and sluice work were finished up to pier no. 28, and the greater portion of the other work was completed by the end of the year under review. All the main canal works were completed during the year (with the exception of the canal road bridge over the Jagbura, and the extension of the downstream floor protection). Most of the main and smaller branches and the major distributaries were completed, and excellent progress was made on the minor channels.

Other important works were reconstruction of the head reach, Katapathar canal, Dun canals, and protection works on portions of the Katapathar canal damaged by the 1927 floods, and other works on the Katapathar canal, rebuilding the Dhora dam on the Rohilkhand canals, and important structural alterations to the Solani aqueduct on the Ganges canal.

Work is still in progress on the Jaiwanti and Aunjhar tanks in Banda district, and the Belasagar lake, and Raipura and Kamalpura tanks in the Hamirpur district. Various protective schemes for Bundelkhand are being investigated or reconsidered.

Navigation.

140. Receipts decreased from Rs. 9,157 to Rs. 8,778, while the total expenditure rose from Rs. 5,113 to Rs. 8,298 due to special repairs to cargo boats and repairing of lock gates, and to purchase of boats in the Narora and Mainpuri divisions. The total tonnage carried was 36,512 tons valued at Rs. 5 lakhs as compared with 38,444 tons valued at Rs. 3 lakhs last year.



Agricultural Class, Vernacular Middle School, Muradnagar, Meerut.

22. Agricultural development.

(See the reports of the Department of Agriculture for the year ending June 30, 1928, and of the Civil Veterinary Department for the year ending March 31, 1928.)

General.

141. The report of the Royal Commission was received in June, 1928, and a preliminary examination of the main recommendations affecting this province was undertaken, and the conclusions arrived at discussed at a conference of provincial representatives held in Simla in October, 1928. The recommendations which can first be given effect to and which will produce immediate results are those relating to extension work such as demonstration on the cultivators' fields, introduction of better varieties of crops, and district cattle-breeding. The requirements of this forward policy are increases in the subordinate agricultural service, and a proportionate increase in the supervising staff. The minimum additional staff required by the Director for the organization of demonstrations and propaganda is fourteen officers in the United Provinces Agricultural Service, and 120 in the Subordinate Agricultural Service, and for cattle-breeding, seven in the United Provinces Agricultural Service, and forty-two in the Subordinate Agricultural Service. The average annual cost of the additional staff is estimated at Rs. 4·08 lakhs. But taking into account the present facilities for training and the money that is likely to be forthcoming, an annual recruitment of two Provincial service officers and twenty members of the Subordinate Agricultural Service is proposed. The increased return from all varieties of crops, due to the effect of better seed and improved methods of cultivation, is estimated to amount to just over 2½ crores for the year under review. Bearing these figures in mind the proposed additional expenditure may be viewed in its proper perspective.

Irrigation.

142. Seventy-three tube wells were completed as against 65 last year. Of these, 36 are worked by power pumping plant. The number under construction is 105. *Takavi* advances to the value of Rs. 1·98 lakhs were made for tube well construction. It is estimated that within the last five years 40,000 acres of land have been brought by this method under irrigation of a kind suitable for intensive cultivation of high priced crops. The possibility of obtaining tenders from private firms for the construction of tube wells, according to plans prepared by the engineering staff, is under consideration, as is the question of

providing reliable repair service for owners of engines and pumps. There are now 164 large size tube wells fitted with engines and pumping plant, and the service required by owners is increasing. The present staff consists of four well engineers, 53 expert borers, 53 mates, and five divers employed in district well boring.

Farms: (a) Research.

143. Of the three research farms, the cotton research farm at Muttra showed a profit of Rs. 4,091 while the botanical research farm at Cawnpore and the potato research farm at Farrukhabad showed losses of Rs. 10,637 and Rs. 2,550 respectively. The Raya cotton farm, in the Muttra district, has been placed under the Assistant Economic Botanist. Investigation into the methods of control of pink boll-worm continues, and large scale field experiments were carried out in various places with satisfactory results. Research into the deterioration of the potato crop, due to mosaic disease which causes a large reduction of yield, continues at Farrukhabad and met with some success, while the problem of the storage of seed potatoes during the hot weather was also investigated. Cold storage as a solution of the latter problem was successfully tried at Cawnpore. Investigation into the improvement of rice by the Economic Botanist continues, and a preliminary note on rice cultivation in the United Provinces was sent to Pusa for publication. One hundred and three maunds of rice seeds of improved varieties were distributed. Rust-resistant strains of linseed were evolved, while new strains of barley of great promise have been isolated. Investigations connected with the use of green and artificial manure have been carried out in many parts of the province. Control measures against mosaic diseases in sugarcane at farms in the Central and Rohilkhand circles have been successful, and a control system worked out for the eastern area. Large quantities of disease-free planting material will be available in March, 1930. Coimbatore sugarcane Co. 290 gave excellent results in the three main sugarcane tracts—Gorakhpur, Rohilkhand and Meerut divisions. The area under cultivation is rapidly increasing.

(b) Instructional.

144. There has been a marked improvement in the financial results of the instructional farm on the estate of the Agricultural College at Cawnpore; there was an excess of revenue over expenditure of Rs. 1,514, an improvement of Rs. 13,668 over last year. The scheme of agricultural education in the province was sketched in last year's report. The training school at

Bulandshahr is doing well. One hundred and eight pupils passed out after a two years' course, and 34 from the teachers' class. At present 64 boys are taking the two years' agricultural course. Boys of the smaller zamindar class and the cultivating classes are being attracted to the school, while the governing body is steadily refusing admission to those whose object is government service. The number of students at the Agricultural College, Cawnpore, is 179; applications for admission were 287. Results were much more satisfactory than in last year. Out of 32 candidates for the Intermediate Diploma, 26 passed as against seventeen out of the same number in the previous year. There are now excellent facilities for instruction in the use and care of implements and machinery. A weekly programme of practical agricultural work for students in each class has been prepared, and the number of holidays cut down. The question of the recognition by British universities of the diploma of this college was taken up, and some of them have agreed to exempt diploma-holders from their matriculation examination, while one university, Bristol, has allowed a diplomate to count the course at Cawnpore as equivalent to one year of the B. Sc. degree course in agriculture. Systematic practical training was given to primary school teachers at the Bichpuri farm at the suggestion of the Hon'ble Raja Bahadur Kushal Pal Singh, Minister of Agriculture.

(c) Experimental.

145. The six experimental farms at Aligarh, Muzaffarnagar, Shahjahanpur, Cawnpore, Partabgarh and Gorakhpur showed a deficit of Rs. 2,125, as compared with an excess of Rs. 4,583 last year. This was due to poor harvests caused by bad weather conditions. The Muzaffarnagar and Shahjahanpur farms showed excesses of Rs. 4,460 and Rs. 6,150 respectively.

(d) Demonstration farms and plots.

146. Eleven out of sixteen seed and demonstration farms showed an excess of revenue over expenditure. There was a surplus on the working of all farms taken together, and the deterioration of Rs. 25,000 from last year's results is due to bad harvests. Village demonstration, the need for which was emphasized by the Royal Commission, is increasing satisfactorily in these provinces, and is the central feature of the work of the department. It was carried out on 195,430 acres as compared with 122,125 last year, and is having excellent results. The number of private farms which worked with the advice of the department

was 859, as compared with 755 last year. Adequate supervision of this increasing number is becoming difficult with the present staff. These farms are of the greatest value as centres for spreading improved methods among the neighbouring villagers.

Results.

147. During the year, 24 installations of power machinery were erected for village use, including sixteen small power sugarcane mills with a combined crushing capacity of 4·75 lakhs of maunds per year. A more efficient type of small mill for use with oil engines has been evolved. Eleven thousand five hundred and eighty-two implements were distributed (including 2,822 Meston ploughs) as against 9,687 in the previous year, and 12,688 maunds of concentrated manures of which 2,000 maunds were sulphate of ammonium. The department is assisting Fertilizer Propaganda, Limited, a firm which is attempting to popularize the use of sulphate of ammonium, the price of which has been reduced. The number of seed stores increased from 148 to 161, and the value of seed distributed was Rs. 2,06,742 in 45 districts. There was a satisfactory increase from 44,919 maunds to 54,003 maunds in the amount of wheat seed distributed, and the decrease of 19,945 maunds in the total distributed is in the figure for sugarcane, and is due to the fact that most cultivators can now obtain improved seeds from their own or neighbouring villages on account of the increase in the area covered by improved varieties. A large part of the *rabi* crop of 1928, in Bundelkhand, was damaged by rust, and much of the grain was unsuitable for seed. The department collected and distributed, without financial loss, 17,645 maunds of Pusa no. 4 where need was the greatest. The experience thus gained has been used to formulate methods of distribution of seed as *takavi* jointly by the Revenue and Agricultural departments. There were 135,000 acres under improved sugarcane, and the extra profit yielded is calculated at Rs. 150·7 lakhs. There are 1,115,000 acres under wheat and 210,000 acres under cotton. At the conservative estimate of Rs. 10 per acre as the increased profit due to better varieties and improved methods of cultivation, the increased return from areas under crops, other than sugarcane, is in a normal year Rs. 148·9 lakhs. The demand for A-19 cotton was so great that it could not be satisfied—60,000 acres are under this variety, and the demand has spread over the western districts of the United Provinces and into Rajputana.

Threshing machinery, Muzaffarnagar farm.

148. The activities of this section increased. The department has acquired 2,241 acres of land at Jhansi for a third cattle-breeding farm at a cost of Rs. 53,938, and provision has been asked for in the 1929-30 budget in order to start work in connexion with the formation of pedigree herds of the important types of Bundelkhand cattle. The Madhurikund farm at Muttra was extended by 782 acres—the total area being now 1,395 acres. Equipment was also increased. Seven hundred and sixty-two cattle were maintained during the year, and 468 stud bulls issued against 196 last year. Of these, 434 were Hissar cattle. This breed has also been selected for development as a dual purpose one, and the work of selection on the basis of milk production has been continued; the herd in which this is being carried on now numbers 200. The year was unfortunate from the point of view of health. Outbreaks of rinderpest, haemorrhagic septicaemia, and foot and mouth disease occurred; the last two were introduced by purchased cattle. Agricultural livestock: (a) Cattle-breeding.

The second farm at Manjhra supported 527 head of cattle as against 383 last year. One hundred and twenty-eight bulls were issued as against 66 last year. The testing of the comparative value of Sahiwal cows and Murrah buffaloes for milk production under *tarai* conditions continued; and has shown that the Sahiwal breed is superior to Murrah buffaloes in vigour and hardiness. A very important discovery was made during investigations at both farms. It was discovered that much young stock is heavily infested at a certain period of growth with intestinal parasites. If the animal vitality be lowered from any cause, e.g., disease, these parasites develop and the further growth of the animal is checked. This condition is very general throughout the province, and the loss of young stock must be enormous. Cheap lines of treatment are being tried. In addition to the controlled breeding areas at Muttra and Etawah, 370 bulls out of the 635 issued have been located in six districts, in accordance with the policy of concentration on definite areas. The number of controlled breeding areas will be increased as funds permit. The introduction of a system of charging for bulls in the controlled breeding areas has not checked the demand for them.

149. The Agra scheme continues to work well, and has stimulated the supply of milk in Agra city. The Naini Tal scheme is now working at a profit, while the Hathras scheme is Marketing of milk.

developing, and so is the new Etawah scheme. With modern methods of handling and transport, every city in the province could be assured an adequate supply of pure milk. The great difficulty lies in unfair competition from adulterated milk which injures the supplier of pure milk, and is preventing development of the trade. A system of control to check this is urgently needed.

(b) Poultry.

150. The demonstration farm at Badshahbagh is doing good work, and research is being carried out in the various diseases of fowls.

(c) Horse-breeding.

151. Fifty-nine stallions were at stud, and the number of coverings rose from 2,120 to 2,413. Six new stallion-stands were opened in four districts. Ten donkeys were at stand, and the number of mares covered was 358. A new stand has been opened in Basti.

Disease among live-stock.

152. Out of the total reported mortality from contagious diseases (41,192 as against 30,789 last year), rinderpest was responsible for 30,742. A check in the supply of serum, owing to the budget allotment being exhausted, may have had serious results. There was an increase from 2,712 to 3,453 in the number of deaths from foot and mouth disease, and from 2,674 to 3,099 in those from haemorrhagic septicaemia, and a decrease in the number caused by blackquarter and anthrax. Surra was less widespread than in previous years, and was well controlled. It caused only 44 deaths during the year.

Treatment.

153. The total number of inoculations against rinderpest, haemorrhagic septicaemia, blackquarter and anthrax rose from 160,765 to 222,655, and would have been larger still but for the check above-mentioned. The rise in the number of inoculations shows that the people are at last beginning to realize the value of this method of treatment for their cattle to which they were formerly averse. Out of 173,085 cattle inoculated against rinderpest, there were 184 deaths, while 21,865 uninoculated cattle died. The number of veterinary hospitals and dispensaries rose from 149 to 155, new dispensaries being opened at Basti, Benares, Hamirpur, Banda and Dehra Dun. The number of cases treated rose from 215,257 to 252,609. Medicines were given for 33,881 cases not brought to hospitals, and 2,935 animals were castrated as against 26,900 and 2,905 respectively in the previous year.

154. Three assistant deputy directors were appointed, while the post of assistant deputy director for cattle-breeding has been sanctioned. The superior staff was increased by the appointment of an assistant plant pathologist. The budget provision of Rs. 21·45 lakhs was increased by a supplementary grant of Rs. 5·05 lakhs, bringing the total provision for the department up to Rs. 26·50 lakhs, the highest on record. Of this sum, Rs. 24·63 lakhs were expended. The income was Rs. 3·91 lakhs as against Rs. 3·63 lakhs last year. Cost: (a) Department of Agriculture.

155. The total cost of the department was Rs. 4·07 lakhs as against Rs. 3·50 lakhs last year. (b) Civil Veterinary Department.

156. The work of the Veterinary Department is greatly hampered by insufficiency of staff, which makes it impossible to suppress contagious diseases quickly, or to control them. This, combined with lack of funds, prevented the department from doing more than to touch the fringe of the problem of prevention and control of contagious diseases among animals. Although Government sanctioned a mobile squad of ten veterinary assistant surgeons to carry out a campaign against rinderpest in the Kumaun division, the squad could not be formed owing to a difficulty in recruiting qualified men. Recruitment is rendered difficult by the fact that other provinces are expanding their veterinary departments, and offering higher rates of pay than this province. Conclusion.

23. Horticulture.

(*See the report on government gardens for the year* 1927-28.)

157. The remnant of the Douglas Dale estate at Jeolikote was transferred to the newly formed Agricultural Hill circle. Seven gardens were under the charge of district officers during the year. General.

158. Experiments were carried out in budding and grafting, and in the destruction of pests by mechanical and bacteriological methods. Various new plants were introduced into the gardens. The weather was, on the whole, favourable for fruit and other crops, but the heavy rain in January somewhat affected young seedlings and retarded the seed crop at Saharanpur. Many improvements were carried out in the gardens at Saharanpur. The inquiries received by these from Ceylon, Burma, Egypt and Europe denote that their activities are widely known outside India. A severe hailstorm in May did considerable damage to Work of the year.

the fruit crop in the Government fruit farm at Chaubattia, now under lease, to a contractor. There was a marked increase, however, in the crop, the outturn being 139,826 lb. compared with 76,688 lb. and 118,837 lb. in the two preceding years.

Financial results.

159. The Government policy of not allowing government gardens to compete with privately-owned concerns, in order to encourage the growth of horticulture as an industry in the province, has prevented the government gardens being run at a profit. The net charge of maintenance was Rs. 1·35 lakhs, and after making the necessary allowances for the administrative cost and the contribution from the Central Government, the provincial charge for all gardens amounted to Rs. 1·10 lakhs, as against Rs. 1·03 lakhs last year.

24. Forests.

(See the report on Forest Administration for the year ending March 31, 1928.)

(See also tables 166 *and* 167 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Area.

160. The total area under the control of the department remained unaltered. The settlement was completed during the year of 414 acres in the Bahraich division, and of 391 acres in the Kheri district. In Kumaun 158 acres were disforested in accordance with accepted policy and a considerable further area will be similarly disforested in the coming year. The deputy collector on special duty in connexion with proposals for the establishment of communal forests in Kumaun toured there and submitted a report which is now before Government together with the recommendations thereon by the Kumaun Forest Committee.

(*a*) Protection from fire.

161. There were twelve fires maliciously caused, and 2·7 per cent. of the total area protected was burnt as compared with 1·16 per cent. last year. The cost of protection was roughly Rs. 30 per square mile as against Rs. 31·4 last year.

(*b*) Protection from injuries due to natural causes.

162. The year was unusually mild, and there was no damage from frost. Drought affected a tract in Bahraich in which *sal* trees are drying up and dying. Some slight damage from erosion of the Sarda river was caused in South Kheri. The position as regards the *sal* borer is very much improved. The severe outbreak in the Kalagarh and Lansdowne divisions has ceased to be

a serious menace, while the pest has disappeared completely in the Ramnagar and Haldwani divisions. Remedial measures carried out on knowledge acquired by the entomologist of the Forest Research Institute, Dehra Dun, have had very beneficial results. The Kumaun *chir* forests were attacked by fungus. The pest is being investigated by the mycologist of the Forest Research Institute, who visited some of the west Almora plantations during the year. Wild animals, particularly deer, continue to cause damage to regeneration. Game-proof fences are being experimented with. The Cyanos gas pump has given very satisfactory results against porcupines in the Afforestation division.

(c) Protection from crime.

163. One hundred and seven cases were brought to court, and out of this number 23 were acquitted. Adequate sentences were inflicted.

Communications: Roads and bridges.

164. Expenditure on roads and bridges rose from Rs. 1·73 lakhs to Rs. 1·88 lakhs of which only Rs. 32,118 was spent on new works. Forty-seven miles of new paths were constructed in Kumaun.

Tramways.

165. The Nandhaur Valley tramway showed a surplus of Rs. 1·08 lakhs on a capital expenditure of Rs. 2·03 lakhs, while the Gorakhpur tramway showed a surplus of Rs. 34,660 on a capital expenditure of Rs. 3·51 lakhs. This tramway is so located that there will be a continuous supply of timber to be carried, as re-stocking of the forests exploited is proceeding regularly with the fellings.

Buildings.

166. The total expenditure was Rs. 2·51 lakhs, of which Rs. 1·32 lakhs was on new works, and progress is being made in the provision of new buildings.

Exploitation.

167. The total value of produce removed from the forests was Rs. 66·28 lakhs, of which Rs. 48·40 lakhs represents the value of the timber, Rs. 4·80 lakhs that of fuel, Rs. 1·51 lakhs that of bamboos, Rs. 6·36 lakhs that of resin, and Rs. 5·21 lakhs that of other minor produce. One hundred and five thousand five hundred and ninety-seven maunds of resin were extracted, and this constitutes a record outturn since the industry started, while the average yield was 5·93 maunds per 100 channels, as against 5·32 maunds in the previous year, which had been the best result hitherto obtained. The Indian Turpentine and Rosin Company declared a dividend of 10 per cent. The total surplus received from the resin industry in the financial year was Rs. 3·04 lakhs.

Grazing.

168. The percentage of forest area open to grazing was 59·8 per cent. Grazing was provided for 1,064,851 cattle as against 1,062,156 last year.

Financial results.

169. The gross revenue was Rs. 66·07 lakhs, while the expenditure was Rs. 33·8 lakhs, of which Rs. 7·77 lakhs was direct expenditure—Rs. 26·03 lakhs was indirect expenditure due to maintenance charges. The surplus for the year rose from Rs. 25·37 lakhs to Rs. 32·26 lakhs. The financial results were unexpectedly good. Except in the case of resin, the increased surplus is due more to better prices than increased outturn. Another important factor is the large demand for railway sleepers, sales of sleepers amounting to Rs. 25 lakhs during the year. This provides an assured market for a considerable proportion of the outturn of the contracts, reduces the capital which purchasers have to invest, induces a feeling of security, and is an outstanding feature of the forest administration in this province.

Working plans.

170. Steady progress was maintained in the preparation and revision of working plans. The existing system of control of working plans prescriptions was considered at a meeting of forest officers and as a result new control forms were devised which not only were a great improvement, but also considerably simplified the work involved. The revision of all working plans on a regular ten years' programme ensures that fellings are not allowed to get far in advance of regeneration. The state of forests is reconsidered at the end of ten years, and recalculation of the fellings permissible is made.

Silviculture.

171. Progress continues to be made in the solution of the most important problem before the department, namely the regeneration of *sal*—by far the most valuable tree in the province. Regeneration by coppice, the system in force where trees of medium or small size are desired, is generally making excellent progress. In the valuable Gorakhpur forests clear fellings are eminently satisfactory. In areas where there is insufficient young growth already on the area, or where coppice shoots cannot be obtained, the Taungya system, much appreciated by the villagers, is giving sure results, and a rapid rate of growth. Progress of regeneration depends almost entirely on successful protection of the young crops from fire. The position is now better in Kumaun owing to the absence of serious fires since 1921, and the occurrence of a good seed year in 1926. The controlled burning now employed gives satisfactory protection against accidental fire

risks. A serious question, which is however beyond the control of the department, is the deforestation now progressing in the old forests in Kumaun—the bulk of which are no longer under management by the department. The result will probably be gradual extension of landslips, difficulties over water supplies and sources of local irrigation, and more severe floods on the rivers with the consequent damage.

25. Mines and quarries.

Mines.

172. The output of gold from the Sona Nadi range continues to be negligible.

Quarries.

173. The output of slate further declined from 1,333 tons to about 567 tons this year while that of building stone decreased from 226,503 tons to 189,778 tons. Ballast fell to 88,267 tons from 152,752 tons. The output of *kankar* decreased from 459,475 tons to 452,653 tons due to a decreased demand. The output of sand increased from 1,723 tons to 2,600 tons.

The Stores Purchase department purchased Indian cement to the value of Rs. 4,91,993. Another scholarship at the Dhanbad School of Mines was granted during the year.

26. Industrial output.

(*See the Administration Report of the Department of Industries for the period ending June* 30, 1928.)

(*See also tables* 298 *to* 311 *of the Statistical Abstract for British India, sixth issue,* 1928.)

General.

174. Depression still prevailed in some of the leading industries. Cotton mills had to curtail output, and the hand-loom industry was unprofitable, while tanning and leather-working industries suffered from the great advance in prices of Indian raw hides and skins due to a world shortage. On the other hand, the wood-working trade absorbed a large number of workers, and the engineering industry, especially for the smaller works, was more satisfactory. The oil industry showed signs of improvement on the technical side. One of the greatest industrial problems which the province has to face is the disposal of the output of its cottage industries at competitive but remunerative prices. The artistic industries in particular are suffering from lack of all the factors that go to make up modern industrial organization on its sales side, i.e., standardization, advertisement,

and regularity of supply. The problem is a difficult one as the history of the emporium—the department's sole serious experiment in this direction—shows, but it will have to be faced. The department is watching the possibilities in the expansion of hydro-electric schemes by the Irrigation department for cottage and other industries in certain areas.

Leading industries: (1) Cotton.

175. Cotton prices maintained a high level, and Indian mills had to curtail output, as the rise in prices of cotton goods did not cover the increased cost of production. The demand for yarn was disappointing, and even though the rise in prices eventually stimulated sales, the rates obtained were comparatively low. Thus both spinning and weaving mills did badly. The increased cost of manufacture due to the higher price of the raw material fell on the shoulders of the handloom weaver, unable as he was, through lack of organization, to pass it on to the consumer through the middleman—as a result earnings suffered. The Stores Purchase department purchased over three lakhs worth of textiles manufactured in the province.

(2) Engineering and hardware.

176. Conditions were fairly satisfactory, but the reorganization of the State railway workshops resulted in a large number of skilled mechanics being thrown out of work.

Aligarh locks maintained their reputation. Several lock factories are said to have installed polishing and nickel-plating machines—but competition is increasing. The cutlery industry has established itself in Meerut, Agra, Aligarh and Hathras. The manufacture of small articles, such as pad and tower bolts, was remunerative. The Stores Purchase department placed orders with Aligarh and Agra firms for various articles of hardware.

(3) Silk.

177. Manufacturers did not find much difficulty in disposing of their output at profitable prices. Spun, cordonate and waste silk fabrics succeeded in partially replacing China silk. The tussar silk industry in Mirzapur and Benares lacked vitality. Artificial silk is a growing menace to the genuine silk industry. With the assistance of the department, a Benares weaver fitted, for the first time, a jacquard machine to one of his looms with satisfactory results. The dobby and the jacquard are gaining ground among the power-factories at Benares and Saharanpur.

(4) Wool.

178. Cheap woollen goods from the continent continued to undersell the Indian article. Trade was bad at Najibabad and

Muzaffarnagar, but in Almora it expanded rapidly—the number of looms increasing from two to thirty. Villagers, helped by the district board, took to spinning, and there are now about 5000 hand spindles in the district.

The blanket weaving school at Muzaffarnagar was converted into a government school.

A small plant was erected at the textile school to test the possibilities of spinning yarn by power on a small scale. The plant has so far failed to demonstrate its commercial possibility.

179. Owing to very low prices for imported sugars, cane-sugar factories made little profit, and most *gur* refineries had to work at a loss. (5) Sugar.

180. The rise in the price of raw hides had some effect on the tanning and leather-working industries, and an important tannery at Agra had to close down. (6) Leather.

Apart from the factories at Cawnpore, the industry is an unorganized cottage industry, and as such finds it increasingly difficult to meet factory competition, either home or foreign, with any success. The department has hitherto concentrated on training workers to improve production, but the problem now before it is to organize disposal of output.

181. The oil industry prospered. The area under flax and rape increased further, and improved methods of work were introduced in the oil-mills. Ten new "expellers" of a type tested by the Government Oil Expert were installed in various mills. Several mills extended their crushing plant and effected improvements in their subsidiary plant. The increased demand for *mahua* oil helped the oil trade. The mills readily employ men trained at the Government Technological Institute. (7) Oil.

182. There was sufficient work to keep labour employed. The quality of Ferozabad bangles is reported to have improved: some factories are now equipped with the Japanese type of furnaces, and a few have introduced machinery. The Allahabad glass factory started the manufacture of electric shades, coloured sheet-glass, and aerated water bottles. The Bahjoi factory is installing plant for the making of sheet-glass. This factory's application for a government loan has been sanctioned by Government. The Ferozabad glass factories have applied to the Railway Rates Inquiry Committee for relief. (8) Glass.

(9) Woodworking.

183. This trade did well and absorbed a good number of workers. Bareilly firms prospered though business was hampered by a communal riot and plague. The Allahabad furniture trade was stationary. The Turpentine Company's sawmill had to work overtime, and the Lalkua sawmill also did well. The Wood Technologist attended to more than 300 inquiries, and prepared 584 original drawings and 1,340 prints. Kiln-seasoned stock is establishing its popularity, and several kilns will probably be started soon.

(10) Dyeing and printing.

184. The sales of Jehangirabad prints increased by 50 per cent. and Farrukhabad prints did fairly good business. The condition of the printing industry at Lucknow was less satisfactory. Printing by aerograph, introduced by the Government Dyeing School, has become popular, and one Agra firm has started aerograph printing with its own plant. Shahjahanpur silk manufacturers are getting *saris* and blouse and skirt pieces printed by aerograph at the Government school, and as these are obtaining a ready sale, in all probability aerograph printing on cotton and silk will be established at many centres. Shahjahanpur started manufacturing fast shades for shirtings, *saris* and suitings after the Government peripatetic dyeing school had demonstrated the method of dyeing silkyarn fast.

(11) Carpets.

185. The condition of the carpet industry of Mirzapur is improving owing to improvements in design and colouring and the maintenance of quality.

(12) Artistic industries.

186. Owing to foreign competition, the brass toy industry at Lucknow, Benares and Muttra was depressed. The Moradabad brass industry suffered from over-production. Benares brass manufacturers are reported to be sacrificing quality to quantity. There was no improvement in Nagina ebony and Saharanpur carving. The Government school at Nagina has been attempting to introduce new designs. The Lucknow ivory trade showed good sales in America and Europe, while Lucknow pottery showed a little improvement. Samples of Agra marble and alabaster were introduced into Canada by the emporium, and were favourably received.

(13) Other industries.

187. Shellac factories at Mirzapur had to curtail output, and some even had to close down owing to instability in prices. The Dayalbagh at Agra had a prosperous year in the manufacture of scientific instruments, and started the manufacture of laboratory instruments and barometers. The Scientific Instrument Company at Allahabad is hampered by lack of capital.

The soap and brushware trades were depressed—the latter owing to Japanese and German competition. The hosiery industry showed signs of revival. The Bareilly match factory worked successfully, but the Muttra and Agra factories had to close down.

27. Industrial development.

(See the report of the Department of Industries for the year 1927-28.)

General.

188. Eleven new schools were opened during the year, and the total number of institutions and schools is now 112, with an enrolment of just under 3,900 pupils. The staff of the Technological Institute and other institutions continued to contribute bulletins and articles to various periodicals. Eight short-term foreign scholarships were granted for the study of the following subjects: (1) Electrical engineering, (2) Wood-working, (3) Poultry farming, (4) Leather-working, (5) Boot and shoe-making, (6) Tailoring, (7) Manufacture of optical lenses. One long-term scholarship was awarded for mechanical and electrical engineering, and another for the study of sugar technology.

Demonstrations.

189. A most successful departmental exhibition was held at Lucknow of the products of the Technological College and Technical schools at which sales amounted to Rs. 14,000, and attendances to 12,000. Government and aided institutions gave demonstrations at various exhibitions throughout the province. Some model weaving schools sent out demonstration parties into the interior of districts with encouraging results.

Research.

190. Investigation was carried out at the Technological Institute on various points connected with the oil, paint and varnish industry, the manufacture of papain, the use of waste products, such as prickly pear and aloe, as fertilizers and feeding stuffs, metal colouring, leather products, and other matters. One of the most interesting lines of investigation is the production of power gas from water hyacinth. Laboratory experiments show that considerable quantities of marsh gas can be obtained by the controlled fermentation of water hyacinth. Kiln drying has now become a practical proposition, and some firms are contemplating the installation of their own kilns. A flyshuttle pit loom was designed at the Central Weaving Institute at Benares, and is reported to be an improvement. Experiments continued on improving the flyshuttle loom for *tat-patti* weaving.

Financial assistance.

191. Loans totalling Rs. 55,000 were made during the year, and grants amounted to Rs. 19,040. The Stores Purchase department bought goods manufactured in the province to the value of Rs. 10,95,418, while the total value of goods supplied through the department rose from Rs. 25·82 lakhs to Rs. 29·56 lakhs. Important articles of Indian-makes substituted during the year for those of imported makes were electric fans, reinforced cement pipes, tin hand-lanterns, and split pulleys. The percentage of the value of goods of Indian manufacture to total purchases rose from 60 last year to 66 this year.

Security and welfare of labour.

192. The number of inspections under the Factories and Boilers Act was 532 as compared with 636 last year.

The number of fatal accidents increased from twelve to fourteen. An increase in the inspecting staff is ungently required.

A large scheme for providing quarters for 20,000 employees at Cawnpore was discussed at a meeting attended by representatives of the mills, the improvement trust, the municipal board and the Upper India Chamber of Commerce. Under this scheme the improvement trust is to provide building land, the municipal board roads, water, lighting and drainage, and the trust and private enterprise are to undertake the building of houses, while the mills are to purchase the houses and pay for them by equated annual payments. A government loan will probably be essential.

28. Trade.

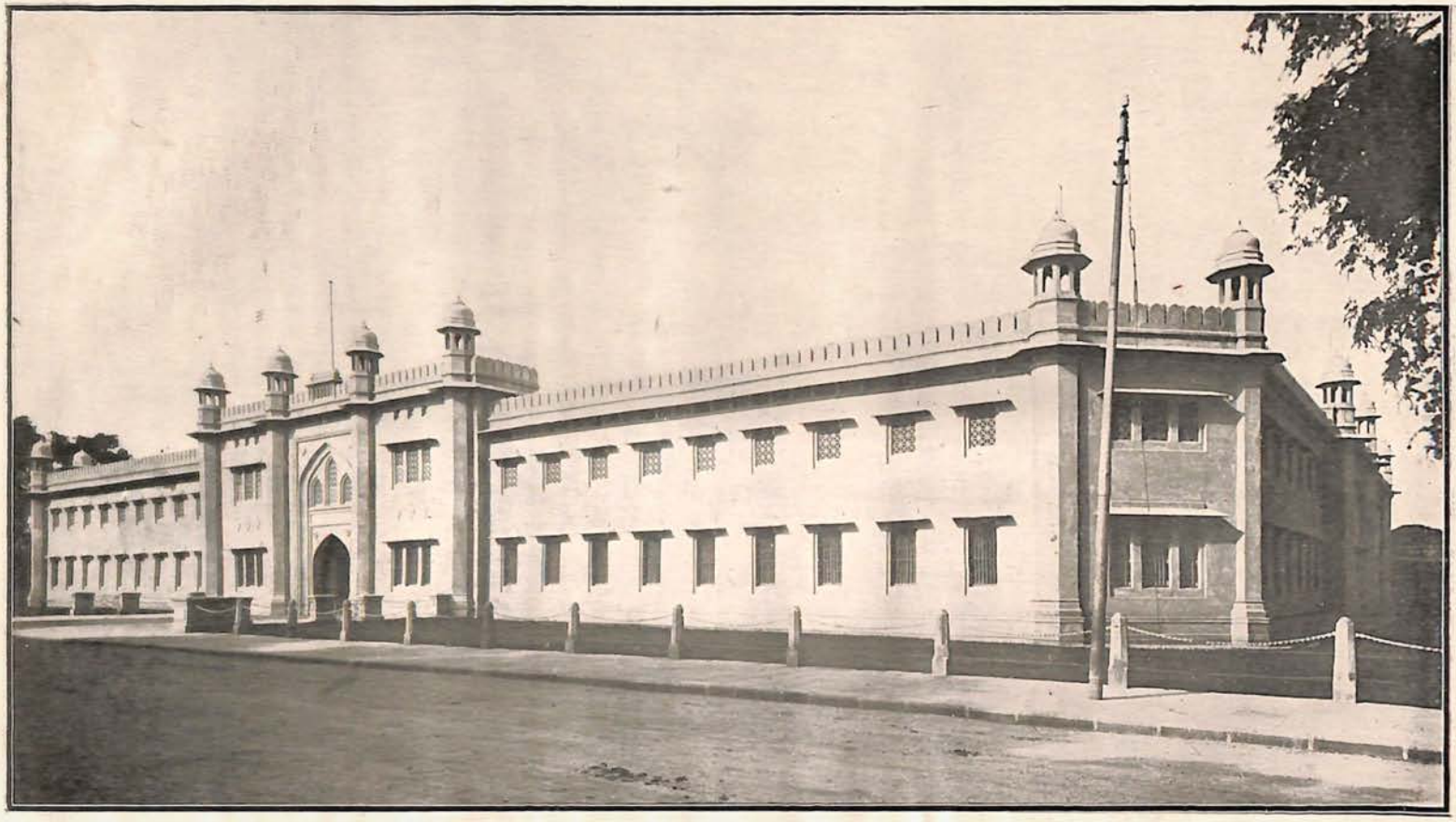
193. Owing to the discontinuance of the report on foreign trade it is not possible to give more information regarding trade than has already been given in the sections describing industrial conditions and output.

29. Communications, buildings and power.

(*See the report of the Public Works Department, Buildings and Roads Branch, for the year* 1927-28.)

Organization of the Public Works Department.

194. An important administrative change was made by the separation of the post of Secretary and Chief Engineer, the Revenue Secretary to Government being appointed Secretary of the Public Works Department. A further change was made by the transfer of the administrative control of the engineering branch of the Public Health Department from the Public Works Department to the Municipal Department, due to the difficulties



The Kotwali, Bareilly.

experienced by the Public Health Department in dealing with two secretaries, one of whom had no concern with municipal matters, and also to the Public Health budget being separate from that of the Public Works.

In addition, certain non-pensionable clerical and draftsmen's posts were made pensionable, and a time-scale rate of pay was introduced for divisional computors and draftsmen of the Chief Engineer's office.

There were no alterations in the distribution of district areas. The amalgamation of district offices with the divisional offices worked satisfactorily, and has resulted in a considerable saving in establishment and correspondence, while it also enables the Executive Engineer to maintain better control of all his works.

Roads.

195. The department maintained 3,210 miles of metalled roads and 214 miles of unmetalled roads during the year, and spent Rs. 36·40 lakhs on this work; of which Rs. 23·83 lakhs were spent on metalled roads. The reconstruction programme, described in the last year's report, is progressing, and Rs. 25·33 lakhs were spent on this scheme during the year under review, making the total amount spent up to date Rs. 65·11 lakhs out of the Rs. 140 lakhs sanctioned. One hundred and fifty-five miles were completed. Experiments with various materials were employed, and the results obtained from cement concrete have been so satisfactory that it has been decided to use this material for the roads between Cawnpore and Unao and also the approaches to Cawnpore on the Hamirpur and Jhansi roads. Cement concrete appears to be the only material that will stand the heavy bullock cart traffic on the approaches of the big towns.

New construction work made good progress. The Kolukhet-Bhatta section of the Dehra Dun-Mussoorie road was completed, while satisfactory progress was made on the Rajpur diversion. Work will be started in 1928-29 on an extension from Bhatta to Sunnyview, a centrally situated terminus for Mussoorie, Landour and Barlowganj.

The Agra-Etawah-Auraiya road was practically completed, as was the work of widening the Meerut-Moradabad road. Satisfactory progress was made on the Gonda-Bahraich road. Work was started on the metalling of the Phaphamau-Hanumanganj road, which will give through communication between

Allahabad aad Benares all the year round. The expenditure on new works totalled Rs. 1·60 lakhs. The output from the Bharatkup quarry was not as satisfactory as was hoped, owing to mechanical defects in the crushing machinery; improvements have now been made and better results are hoped for. Sales were Rs. 1·83 lakhs as compared with Rs. 32,376 for six and a half months last year.

Bridges.

196. The pontoon bridge over the Ganges leading into Mirzapur has been further lengthened during the year.

Buildings.

197. The outlay on provincial buildings was Rs. 21·67 lakhs as against Rs. 21·84 lakhs last year. Of this, Rs. 55,493 were spent on educational buildings. The expenditure on police buildings was Rs. 14·64 lakhs, and 20 major works were completed at a cost of Rs. 4·19 lakhs, during the year. Rupees 4·86 lakhs were spent on seventeen other projects on which work is in progress. Work was started on eight more buildings during the year. The new buildings completed included the Bareilly and Agra kotwalis, at a cost of Rs. 2·11 and 5·26 lakhs respectively. Two blocks of the new court buildings at Shahjahanpur were completed at a cost of Rs. 66,748. The Science wing of the Intermediate College, Allahabad, was completed at a cost of Rs. 83,074. Work is in progress on buildings at the Agricultural College at Cawnpore, court house at Shahjahanpur, Intermediate College at Allahabad, Hygiene Institute at Lucknow, Museum at Muttra, and the Technological Institute at Cawnpore; Rs. 4·96 lakhs were expended on these buildings during the year.

Private works.

198. Private individuals contributed Rs. 1·56 lakhs towards works of public utility.

Power: Electricity.

199. There are now eleven towns with electric light and power system, and four new power stations are to be opened at Benares, Gorakhpur, Bareilly and Roorkee during the coming year. Licences have been issued for Shahjahanpur, Bareilly and Jhansi, but work has not started. Two more licences will shortly be issued. The demand for electric energy increases steadily, and all licensees are paying reasonable dividends, except Aligarh in which the supply has only recently started.

There were three deaths from electrocution, one being a suicide. The Electric Inspector to Government disposed of 139 disputes under the Indian Electricity Act during the year: no appeal was made.

30. Cooperative societies.

(*See the report on Cooperative Societies for the year* 1927-28, *and also table* 160 *of the Statistical Abstract for British India, sixth issue,* 1928.)

General. 200. The department is still directing its main effort towards the reorganization of existing societies, and the spreading of true ideals of cooperation. Progress continues to be slow, but some improvement has been effected, and there are signs of the growth of a spirit of self-reliance in societies. The carrying out of the recommendations of the Oakden Committee, which were accepted by Government, depends mainly on an increase in, and improvement of, the staff, and both these points present difficulties which will take time to overcome. Increases in staff have been sanctioned by Government, but it is not always easy to fill the new posts created. The staff of assistant registrars was increased from two to seven, but the new recruits had to be sent to the Punjab to be trained, and it will be another year before they are fit to take independent charge. Thirteen new inspectors were appointed, and the number is now forty. The post of industrial inspector remained vacant through lack of a suitable candidate. Eleven new posts of inspectors were sanctioned in March. Four auditors resigned, and their posts remained vacant for some months as suitable candidates were not forthcoming. Out of 25 applicants for these posts, only eight appeared to join the training school, and of these six dropped out, and, as a result, inferior men had to be taken in. The question of improving pay and prospects of auditors is under consideration.

Training. 201. Attempts are being made to train the staff. A short refresher class was held for inspectors in January, and another in July for a month. Courses for supervisors were given at suitable centres lasting eight or ten days. Both grades have also been trained in sanitation and hygiene by local health officers. Nearly fifty new candidates for supervisorship were trained during the year for five months, and training of a batch of another fifty or sixty has been started. Improvement of the system of practical training for these men is under consideration.

General progress 202. The policy of the department is to close down all societies which are in a hopless condition and to remove members who are such only in name. As a result of this policy

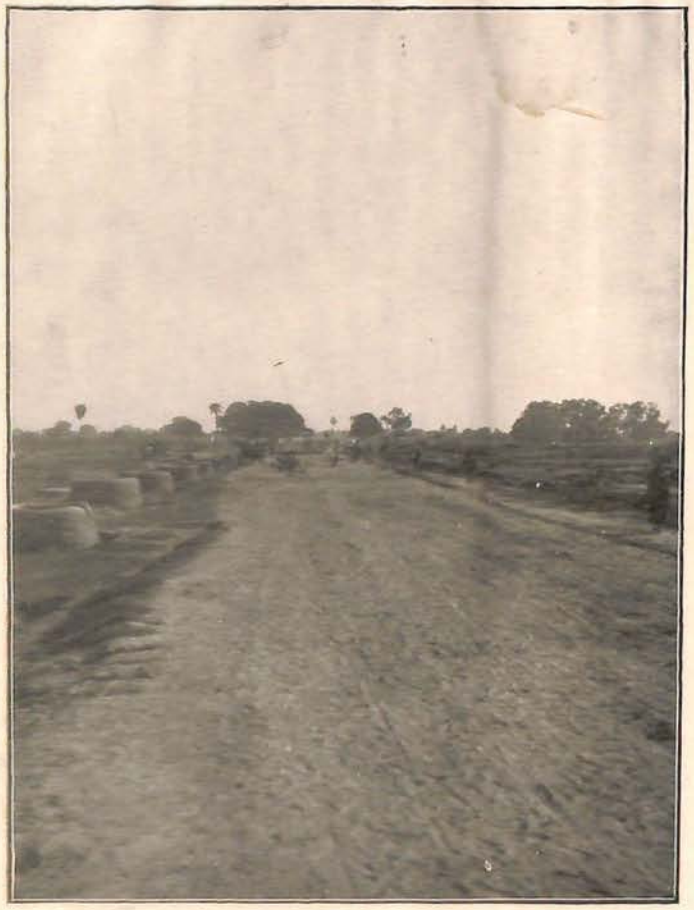
there was a fall in the number of primary agricultural credit societies, which form the vast bulk of the societies in the province, from 5,874 to 5,697, and a decrease in total membership of 9,000. The reorganization of societies by the appointment of a member as secretary, the overhauling of the *panchayats*, and the enlistment of new and honest members in the place of undesirable members removed, together with the fixation of proper instalments for the payment of overdue debts, and the settlement of bad debts, is being attempted. The total capital involved in the movement was Rs. 201·86 lakhs, and of this Rs. 80·4 lakhs represented paid-up shares and reserve funds, or roughly 42 per cent. The collection of amounts due to primary agricultural societies showed a marked decrease from Rs. 39·78 lakhs to Rs. 34·86 lakhs, with the result that the money due from individuals has increased from 72·49 lakhs to 77·47 lakhs, and the money overdue from Rs. 28·43 lakhs to Rs. 31·82 lakhs, and now amounts to 41 per cent. of the total amount due as against 39 per cent. last year. Only Rs. 1·62 lakhs were collected out of Rs. 13·71 lakhs due from liquidated societies. Rupees 1·44 lakhs had to be written off as irrecoverable leaving a balance of Rs. 10·65 lakhs. Of the amount collected nearly one-third was recovered by liquidators themselves, whereas in the previous year almost all was recovered by the revenue staff. The number of societies liquidated was 255 as against 177 last year, while the number of societies in which liquidation was proceeding fell from 680 to 605.

Central Societies: (*a*) Credit.

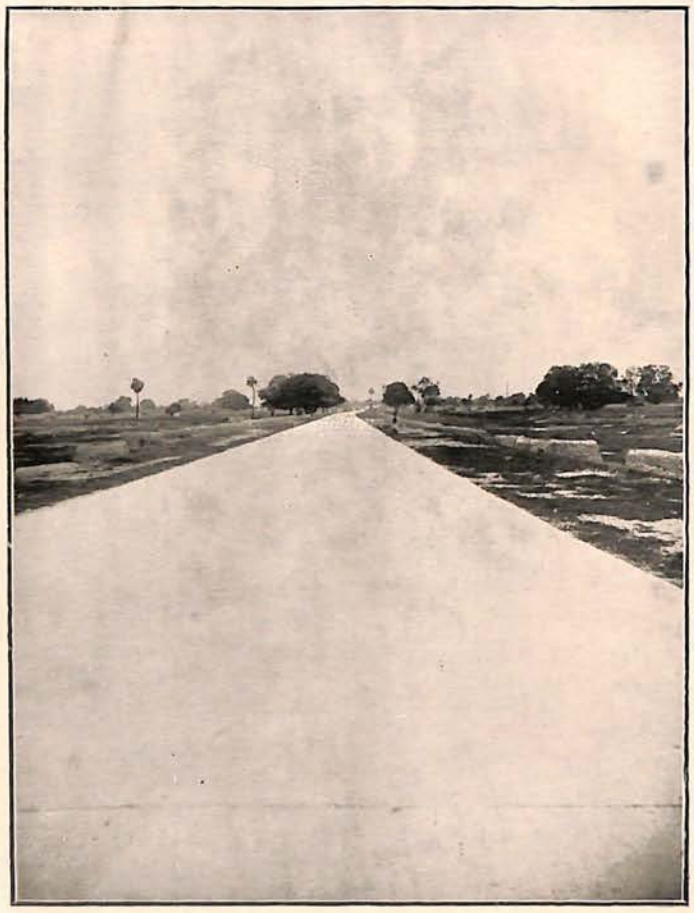
203. Two new banks were registered during the year, and two closed down so the total remains at 70.

(*b*) Non-credit.

204. The number increased from three to four. The Hardoi society is passing through a crisis, and the outlook of that at Pangara is not very promising. An embezzlement was discovered in one of the two guaranteeing unions in Bijnor. A Benares rural reconstruction association has been formed as a guiding institution for rural reconstruction societies which are doing good work in village uplift. Altogether, 26 adult education societies for males and two for females have been registered, and it is satisfactory to note that these schools are popular and more efficacious in fighting illiteracy than ordinary night schools for adults. The appointment of a lady inspector is a novel feature of this year's work. The working capital of central societies (credit and non-credit) fell from Rs. 89·06



Benares Road before construction in concrete.



Benares Road after construction in concrete.

lakhs to Rs. 85·96 lakhs; the share capital remained about the same. Advances fell from Rs. 40·14 lakhs to Rs. 39·57 lakhs, and repayments from Rs. 39·74 lakhs to Rs. 37·68 lakhs due to a bad year. Loans overdue increased from Rs. 15·13 lakhs to Rs. 15·98 lakhs. The book profits of banks decreased from Rs. 3·17 lakhs to Rs. 2·16 lakhs, but the overdue interest alone amounts to Rs. 2·80 lakhs, and there are eighteen banks in which the interest due exceeds the nominal profits, and six more show that they worked at a loss of Rs. 91 lakhs. If bad debts be taken into account, many banks will not be able to pay a dividend for fifteen or twenty years. While the banks realized an income of Rs. 6·98 lakhs as interest, they spent on establishment, contingencies, and interest on deposits Rs. 7·17 lakhs; no less than 28 out of 70 banks spent more than their income. It is hoped that the transfer of the control and pay of their supervising staff to a provincial union will give some financial relief to these banks.

Agricultural societies.

205. The total number decreased from 5,874 to 5,697 and membership from 1·46 to 1·37 lakhs. Advances to members decreased from Rs. 42·72 lakhs to Rs. 41·60 lakhs. Collections fell from Rs. 39·78 lakhs to Rs. 34·86 lakhs. The book profits rose from Rs. 4·10 lakhs to Rs. 4·74 lakhs. The number of societies which have reduced their rate of interest is now 371; and of those which distributed dividends from 675 to 792. But these figures are misleading, and an analysis of statements shows that 691 societies worked at a loss, and in 748 the loan due to the bank exceeds the loan recoverable by the society and its members. In 687 societies the share money realized from members is less than the share investments made by the society in the bank. Finally, there are 2,172 societies in which money overdue exceeds 50 per cent. of the total amount due.

Primary agricultural societies: non-credit.

206. The dairy at Lucknow was closed, and the one at Benares exists on paper only. The one at Allahabad was hit by an embezzlement but is still working. There are six societies for consolidating holdings, but the difficulties in their way are great. Better farming societies have been started in Fatehpur and Basti.

Primary non-agricultural societies.

207. The total number increased from 287 to 296— membership increased from 17,929 to 21,927, and the working capital from Rs. 15·79 lakhs to Rs. 18·30 lakhs. The majority

are industrial societies, mostly weavers. The chief difficulty before cottage industrialists is marketing, and the chief need is cooperative organization for sale.

Non-agricultural societies: non-credit.

208. There are 36 societies as against fourteen last year. The stores societies, thirteen in number, are working badly and the six housing societies have not yet done much work, except the one at Bulandshahr which has been successful. The existence of the brass-workers' society at Oel in Kheri district is menaced by intrigues. Thrift societies have not spread as rapidly as was expected. But the teachers thrift societies have prospered and are likely to find imitation.

Audit.

209. Audit work is still far from satisfactory, both in quantity and quality. The introduction of a new and more complicated form of audit of primary societies, and the shortage of staff, is responsible for a big fall in the number of societes audited—at the close of the year no fewer than 2,366 societies had not been audited. There has been some improvement in the quality of the audit of primary societies. Management charges were Rs. 4·42 lakhs as against Rs. 4·19 lakhs in the previous year.

CHAPTER V.—PUBLIC REVENUE AND FINANCE.

31. Central revenues.

Provincial contribution.

210. The provincial contribution to the revenues of the Central Government was completely and permanently remitted in the year under review.

Income-tax.

211. There was a rise in the number of assessees to income-tax and super-tax from 24,060 to 25,117. Receipts from income-tax rose from Rs. 56·78 lakhs to Rs. 63·84 lakhs, and from super-tax from Rs. 14·72 lakhs to Rs. 16·31 lakhs.

Salaries paid by Government yielded Rs. 10·64 lakhs as against Rs. 10·53 lakhs last year, while business produced Rs. 46·50 lakhs against Rs. 39·53 lakhs last year. The continued depression in trade at Cawnpore, the chief industrial centre of the province, is reflected in the returns of income-tax and super-tax. Thus Cawnpore only contributed one-fourth of the total amount of super-tax as compared with one-half in 1925-26, and its share of income-tax, which was just under a quarter of the total in 1925-26, was only about one-seventh in the year under review.

32. Provincial revenues.

(See the review of Provincial accounts by the Director of Audit for the year 1927-28.)

(Values are expressed in terms of lakhs of rupees.)

Comparison with the previous year.

212. Excluding debt heads and withdrawals from the balance of the Famine insurance fund (Rs. 18·78), the total revenue amounted to Rs. 1,267½ as compared with Rs. 1,268 in 1926-27, or a decrease of half a lakh. The figures however are deceptive, for the figure of 1926-27 includes an extraordinary item of Rs. 29·50, which gives a real increase of Rs. 29·00 in 1927-28. All but seven heads contributed to this result, the more prominent being Land revenue (4·59), Excise (9·97), Stamps (2·08), Forests (7·79), Subsidized companies (1·49), Interest (2·53), and nine other heads (5·99). The only noticeable decrease occurred in Irrigation receipts, which showed a fall of Rs. 1·49, but inasmuch as the gross figure is over Rs. 100·00, the variation was not large.

The increase under Land revenue (4·59) was due mainly to a special credit of 3·56, representing arrears of revenue from 1923 to December, 1927, from an estate. The collections had been erroneously credited to a deposit head, and on the discovery of the mistake the deposit head was cleared; otherwise the increase is attributable to good collection. The figure for Excise showed an increase for the first time for six years—and this was still further swollen by payments of Rs. 2·92 from other Governments made for the first time. The increase under Stamps represents the usual growth, while that under Forests was the result of favourable auctions and a large demand for resin. The improvement of Rs. 1·49 under Subsidized companies represents largely arrear payments by the Light Railway company in the profits of which Government has a share. Debtors paid with greater punctuality causing a rise of Rs. 2·53 in interest receipts. The other heads of revenue continued to grow, though individually the growth is not large.

The total expenditure, excluding debt heads, was Rs. 1,174·82 as against Rs. 1,284·80 in the previous year. These figures again do not give a true indication of the comparative position. In 1926-27 a sum of Rs. 150·85 was paid as a contribution to the Central Government. In 1927-28 there was no payment on this account. For purposes of comparison, therefore, the contribution of 1926-27 should be excluded, when the year 1927-28 shows a real increase of Rs. 40·87. The provision for the sinking fund of the United Provinces Development loan contributed no less than Rs. 23·65 to this figure. The marked increase in this latter figure (from Rs. 3 lakhs last year) is due to the provisions of the prospectus of the loan which provide for a contribution of one-fifteenth of the amount outstanding from the sixth year. The next largest increase occurred under Education (5·24) and represents development. The four heads of Medicine, Public health, Agriculture, and Industries also showed substantial increases, totalling Rs. 10·68 together. An increase of Rs. 2·00 in interest charges is due to interest on loans taken for the Sarda canal and other objects. The remaining increases calling for notice are General administration (1·11) and Police (3·44). The former was due to various minor causes; the latter to an increase in the strength of the armed police force and to charges in connexion with the *Kumbh mela* at Hardwar. Pension charges continued to expand, there being an increase of Rs. 2·34. The charges on Printing and stationery,

which had been swollen in 1926-27 by an election, fell in 1927-28 by Rs. 2·68. Miscellaneous charges also were lower by Rs. 2·85—the figures of the previous year having been swollen by special non-recurring items.

213. The original budget provided for a revenue of Rs. 1,272·80 excluding debt heads, whereas actuals were Rs. 1,267·60 or 5·20 lower. The most serious decrease occurred under Stamps (10·53) on account of the effect of the new tenancy legislation, which was also reflected in a fall of Rs. 1·53 in receipts under the head of Registration. When the budget was framed the full effect of the new tenancy legislation on stamp revenue was not realized. The loss however has been of a merely temporary nature for in the next year stamp revenue again began to expand. Irrigation revenue was 3·46 below the forecast, due to a decrease in the *rabi* demand for water. The only other decrease of importance was under Civil works (1·25), but this was largely due to different methods of accounting. Seven other heads showed decreases totalling Rs. 2·03 in all. Of increases, the largest occurred under Forests (6·78), and was due to favourable auctions. As the budget is prepared nine months before these auctions are held a conservative estimate is inevitable. Excise revenue rose by Rs. 2·54 beyond the anticipated figure, while better collections of land revenue raised the actual receipts under this head by Rs. 1·41. The budget of 1927-28 compared with actuals.

The budget grant for charges against revenue, including supplementary estimates, totalled Rs. 1,182·38; whereas actual expenditure was Rs. 1,174·82—a decrease of Rs. 7·56. Though the variation is remarkably low on the total figure, there were some large variations under individual heads. Education, Medical, Public health, Agriculture and Industries are in practice often unable to spend their whole allotment owing to difficulties in connexion with the starting of new schemes. Thus the drop under the total of these five heads on the budget figure was Rs. 9·41. There was a fall of Rs. 1·87 under the head Land revenue owing to a lower expenditure on settlement operations than was expected. The actuals for pension charges were below the budget estimate by Rs. 2·35. But this was entirely due to a change in account processes which were introduced after the commencement of the year. There were increases under some heads; General administration (3·96), Administration of justice (2·08), Jails (1·53) and Police (3·40). The increase in the case of

jails was due to an unexpectedly large prison population, and in the case of Administration of justice to an unusual number of criminal cases for the trial of which temporary courts had to be created. The increase under Police was due to insufficient provision for enlistment charges and to increased charges for the movements of men in connexion with the *Kumbh mela* at Hardwar. Several factors, including increased charges on diet of witnesses, raised the charges on General administration, which were further swollen by the fact that fewer officers than were expected proceeded on leave.

Capital and debt heads.

214. A further loan of Rs. 194·03 was taken during the year of which Rs. 152·20 were for productive expenditure (including Rs. 12·83 for advances to local bodies) and Rs. 41·83 for unproductive capital expenditure. In addition, there was a balance in hand of loans from the previous year of Rs. 1·44 (due to a deficit of Rs. 5·31 under productive and a surplus of Rs. 6·75 under unproductive loans). Capital outlay amounted to Rs. 210·37, so that at the end of the year the loan account exhibited a deficit of Rs. 14·88. The Sarda canal absorbed Rs. 146·04 of the amount spent on productive works, while Rs. 10·63 went to advances to local bodies. The programme for the reconstruction of roads and the police building programme together absorbed the greater part of the Rs. 53·69 expended on unproductive capital outlay—though the Council Chamber took Rs. 4·44. The balance of the United Provinces Development loan fell to Rs. 152·23 by Rs. ·35, representing a debit of advances for industrial purposes to the account of the loan.

The budget of 1928-29.

215. The budget of 1928-29 provided for a rise in expenditure of Rs. 34 lakhs over previous year, a drop of Rs. 10 lakhs in revenue, and a surplus of Rs. 38 lakhs which would have reduced the deficit to Rs. 69½ lakhs. Budget calculations were however upset by the partial failure of the monsoon, referred to above, the result of which is reflected in the revised estimates for 1928-29. These show a deficit of some Rs. 21 lakhs on the year's working (in place of the budgetted surplus of Rs. 38 lakhs) which would raise the accumulated deficit to some Rs. 129 lakhs. In addition, the Famine relief fund has been depleted to the extent of 15½ lakhs owing to scarcity conditions, leaving it with a balance of Rs. 13½ lakhs.

The position at the end of 1927-28.

216. The year's working was expected to close with a surplus of Rs. 109·86 in the revenue section, and a deficit of Rs. 41·37 under capital heads, or a net surplus of Rs. 68·49. There was

actually a revenue surplus of Rs. 111·56, which approached the forecast, but the capital deficit rose to Rs. 101·90. This large increase over the estimate was due to the payment, during the year, of the advance of Rs. 66·00 taken in 1926-27 to cover a revenue deficit. Exclusive of this, the deficit under capital heads was Rs. 35·90. The net result was a surplus of only Rs. 9·66 as against an estimate of Rs. 68·49. The closing balance thus fell from Rs. 84·27 to Rs. 29·75 after allowing for an improvement of Rs. 4·31 in the actual opening balance of the year.

The future financial prospects of the province are, on the whole, promising. The provincial contribution has now been finally remitted; the new rules relating to the Famine fund provide for only Rs. 16 lakhs annual assignment to this fund as against Rs. 39·60 under the old rules, while the maximum has now been fixed at Rs. 55 lakhs. The province will be further relieved of an annual payment of Rs. 25 lakhs towards debt liquidation in 1932-33. On the other hand, there are new sources of income. Thus, it is estimated that the Sarda canal will yield Rs. 14 lakhs in 1929-30, and Rs. 20 lakhs by 1930-31 rising to Rs. 74 lakhs by 1940-41 (as against this, however, working expenses on the canal will amount to Rs. 6 lakhs in 1929-30 and will rise in the year following or thereabouts to some Rs. 25 lakhs). Again, the hydro-electric schemes, described in the Irrigation section of the General Summary, are estimated to yield Rs. 7 lakhs, or even a greatly increased figure, in the near future. The annual growth in stamp revenue is estimated at Rs. 3 lakhs, while the average annual growth in land revenue, due to new settlements in the period of settlement, which began two years ago (and which will continue, almost unbroken, until 1964) is estimated at Rs. 4 lakhs. Altogether, the financial outlook of the province is more encouraging than it has been at any time since the Reforms.

33. Stamps.

(*See the report on Stamp Revenue for the year ending March* 31, 1928, *and also tables* 86 *and* 87 *of the Statistical Abstract for British India, sixth issue*, 1928.)

217. The gross receipts under the Stamp and Court-fees Acts increased from Rs. 171·28 lakhs to Rs. 174·12 lakhs, of which the sale of judicial stamps yielded Rs. 138·71 lakhs as against

Receipts and charges.

Rs. 135·22 lakhs last year. The increase occurred chiefly in sales of court-fee stamps in which there was a rise from Rs. 125·79 lakhs to Rs. 129·01 lakhs representing a normal increase of about three lakhs. The sales of non-judicial stamps showed a further decline from Rs. 36·06 lakhs to Rs. 35·40 lakhs, chiefly due to the abolition of duty on cheques and bills of exchange payable on demand. Charges increased from Rs. 4·15 lakhs to Rs. 4·88 lakhs.

Sale of stamps.

218. Discount allowed to vendors on sale of stamps fell from Rs. 2·15 lakhs to Rs. 2·11 lakhs, while there was a slight decrease from 2,876 to 2,858 in the number of vendors. This compares favourably with 3,326—the number in 1923-24. The average annual income of vendors was Rs. 73·71 as against Rs. 74·77 last year.

Infringement of Stamp law.

219. The number of cases in which duty and penalty were levied by collectors on unstamped or insufficiently stamped documents rose from 2,331 to 2,596, and the amount of duty and penalty realized increased from Rs. 33,057 to Rs. 48,840. There were 2,205 cases of insufficiently stamped or unstamped instruments dealt with by courts as against 2,037 last year, and Rs. 31,639 were imposed as duty and penalty as against Rs. 30,472. Prosecutions rose from 1,030 to 1,288.

34. Excise.

(See the report on Excise Administration for the year ending March 31, 1928, *and also tables* 83 *to* 85 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Administration.

220. The activities of the department as usual were mainly directed towards enforcing stricter observance of excise laws and regulations.

Consumption.

221. The consumption of country liquor showed an increase for the first time since 1921-22. Issues of hemp drugs showed an increase as did those of opium. The contribution to excise revenue per head of population was five annas, the lowest in India save the North-West Frontier Province.

Country spirit.

222. There was no change in systems of supply, either under distillery or outstill areas, which represent 88 and 12 per cent. of the total area of the province respectively. The rates of duty remained the same. The number of shops in the distillery area fell from 2,148 to 2,130, and that in the outstill area from 120

to 118. The consumption increased from 360,804 gallons to 387,303 gallons. The increase is spread over 36 districts. The causes are (*a*) good crops and (*b*) the campaign carried out by the department against illicit distillation together with better supervision of shops. There is no doubt that high prices are a powerful inducement to illicit distillation, and the activity of the department (the number of offences relating to country liquor rose from 1,520 to 1,745—the highest ever recorded) must have played a part in bringing about the increase noted. The sealed bottle system was extended to six towns during the year under review, and since the close of the year to three more; 156,916 gallons were sold under this system as against 230,387 in bulk in the "open area." It is now in force in 25 towns and one district. In a few places sales have increased after its introduction, but the reverse is usually the case. The enormous difference in incidence of consumption between urban and rural areas is very remarkable—rural areas being responsible for only a third of the total.

Foreign liquor.

223. The total number of licences for the sale of liquor increased by 34, and the number for consumption "on and off" the premises by two. Licences for the sale of denatured spirit showed a further decrease from 310 to 282 owing to the imposition of the fixed licence fee of Rs. 25. The revenue from duty on spirits manufactured in the distilleries of this province by foreign methods decreased from Rs. 3·30 lakhs to Rs. 2·98 lakhs. The progressive decline under this head shows that this type of liquor cannot stand against cheap imported spirits and the increasing competition of country spirit, which is now offered in a more attractive form in most big towns. Curiously enough, licensing boards and district advisory committees, which usually take up such a strong attitude against country spirit shops, do not seem to view with disfavour the opening of new foreign liquor shops. The new rules regulating the import of foreign liquor manufactured in other provinces have resulted in the complete stoppage of all such imports, and proposals have been submitted to Government for their modification. Foreign liquor appears to be gaining popularity with the Indian consumer, and if the bar against opening new shops were relaxed, their number would probably increase rapidly.

Tari.

224. The number of shops decreased from 1,714 to 1,650, but the revenue increased from Rs. 5·20 lakhs to Rs. 5·83 lakhs, the

chief increase being in the Gorakhpur district. The tree-tax *tari* system continued to prevail in the whole of the Gorakhpur district and one tahsil of Basti district.

Hemp drugs.

225. The contract supply and graduated surcharge systems continued to work well. The number of shops rose from 2,060 to 2,067—an average of one shop to 51 square miles. The total revenue increased from Rs. 37·51 lakhs to Rs. 42·14 lakhs, due to increased consumption. Duty increased from Rs. 18·91 lakhs to Rs. 21 lakhs, and licence fees from Rs. 18·60 lakhs to Rs. 21·14 lakhs. The Benares division, as usual, is most addicted to hemp drugs. The increased consumption is probably due to partial replacement of liquor by drugs, and, to some extent, to the more efficient check on smuggling.

Opium.

226. The total consumption increased from 22,295 seers to 22,747 seers, or 2·03 per cent. and the number of shops from 885 to 893. Total income from opium increased from Rs. 23·43 to Rs. 23·93 lakhs. Poppy cultivation in Azamgarh, Sitapur, Allahabad, Fatehpur and Unao was stopped in 1926-27, and the substantial increases in consumption reported there were undoubtedly due to this.

Dangerous drugs.

227. The number of licences for the sale of morphia drugs decreased from 300 to 278, and the quantity of morphia sold rose from 8 lb. 5 oz. to 9 lb. 11 oz. Cocaine licences fell from 191 to 119 and the quantity sold from 6 lb. 12 oz. to 6 lb. 7 oz. One suspected case of abuse of the cocaine rules by a privileged person is under investigation.

Excise crime.

228. The total number of cases under the Excise and Opium Acts increased from 3,698 to 4,529. The number of cases sent up by excise inspectors, apart from reports against licensees, went up from 1,442 to 1,534—the second highest figure recorded.

The number of cases relating to unlawful manufacture, import, and possession of country liquor rose from 1,520 to 1,745 —the highest figure recorded. The number of prosecutions of offences relating to hemp drugs rose from 260 to 339, due to the detection of a large number of petty cases of smuggling from Indian states. Delhi and the Punjab have followed the North-West-Frontier Province in reducing the import duty on *charas* from Rs. 60 to Rs. 20 per seer, and this has created a serious problem for this province. The whole question is under consideration.

In spite of deterrent sentences, the traffic in cocaine shows no sign of abatement; seizures were insignificant in amount, and the smugglers caught were only petty distributors. The largest seizure in the year was 10½ oz. Germany and Japan continue to be the source of supply, and until government control of factories in these countries be introduced, smuggling will continue.

Local bodies.

229. The number of licensing boards remained the same at 23. Eight shops were closed, and two opened on their recommendations.

Financial.

230. The net revenue rose from Rs. 114·3 lakhs to Rs. 127 lakhs—an increase of 11·1 per cent.; the total real receipts rose from Rs. 126·34 lakhs to Rs. 134·36 lakhs. There was an increase under every head except duty on Indian imitations of foreign liquor. Country liquor brought in Rs. 57·85 lakhs; opium, Rs. 23·93 lakhs; hemp drugs, Rs. 42·14 lakhs; foreign liquor manufactured in the distilleries of the province, Rs. 2·98 lakhs; genuine foreign liquor, Rs. 2·09 lakhs; and *tari*, Rs. 7·35 lakhs.

The total expenditure (excluding compensation and cost of excise opium) rose from Rs. 6·68 lakhs to Rs. 6·99 lakhs. The percentage of expenditure to gross revenue fell from 5·1 to 4·9 lakhs owing to the rise in revenue.

Conclusion.

231. To keep up the steady pressure needed to overcome the illicit traffic, which is the inevitable outcome of Government's policy of restriction, an increased staff is essential, and proposals to effect this are at present before Government.

CHAPTER VI.—PUBLIC HEALTH.

35. Vital statistics.

(*See the report of the Director of Public Health for the year ending December* 31, 1927, *and also tables* 177 *to* 185 *of the Statistical Abstract for British India, sixth issue,* 1928.)

General. 232. The year was healthy and the death rate was the lowest on record, chiefly due to low mortality under the head "fevers." There was a marked increase in the mortality from cholera, and decrease in that from plague.

Births. 233. The birth rate rose by 2·52.* The total number of births was 1,666,479, and the ratio of males to 100 females remained practically the same at 112·27 to 100. The highest birth rate was recorded in October and the lowest in May and June.

Deaths. 234. One million twenty-five thousand and seventy-five deaths were registered of which 550,457 were males. The provincial death rate was 22·59. Of the districts Bareilly had the highest rate (34·04), and Gonda the lowest (14·84). Brindaban (67·39), and Jalesar (52·81) had the highest death rates among municipalities, due chiefly to fever. Of notified areas, Aonla (Bareilly) had the highest rate (65·72) followed by Bilsi (Budaun) with 61·50 due chiefly to plague and fever.

Infantile mortality. 235. Infantile mortality was the lowest on record at 151·7 as against 177·3 per mille last year. Naini Tal had the highest rate with 209·92, and Lucknow came second with 200·06. In municipalities and notified areas the death rate was 233·77 and 197·08 as against 278·29 and 239·02 respectively last year. Etawah was first with 357·38, while in Cawnpore, which for years had the highest rate, the rate for this year was only 322·65. Among notified areas, Madhogunj (Hardoi) was highest with 378·20. The incidence of death was highest in September, and lowest in March.

* Rates for births and deaths are per thousand of population.

Verification of statistics.

236. The vaccination staff tested 1,215,334 entries of births and deaths, the district medical officers of health 211,341, local authorities 145,254, and assistant directors of public health 2,084, the total being 1,574,013.

Diseases: Fevers.

237. Deaths fell from 867,939 to 786,552—the death rate being 17·33 as against 19·13 last year. Malaria accounted for 680,618 deaths, measles for 14,208, enteric fever for 4,874, kala-azar for 188, relapsing fever for 83, and other fevers for 37,817.

Cholera.

238. There were 28,285 deaths as against 6,166 last year. Fyzabad had the highest rate, 3·70. The other districts which suffered most were Garhwal, Mirzapur, Almora and Basti. Twenty thousand five hundred and nine deaths occurred in the twenty districts under the cholera scheme (the revenue divisions of Benares, Lucknow, Fyzabad and Gorakhpur), against 7,776 for other districts.

Small-pox.

239. Deaths fell from 12,020 to 7,894—the highest number occurred in May, and lowest in November. Ghazipur returned the highest figures. Twenty-four out of ninety towns were entirely free from the disease, while in 43 the number of deaths did not exceed ten. Patients were treated in the wards of nineteen hospitals.

Plague.

240. There were 15,570 deaths as against 57,297 last year. Ghazipur (2·41) had the highest figure followed by Azamgarh (2·00). Ten districts were quite free from plague. Thirty-two out of ninety towns suffered from the disease.

Dysentery and diarrhoea.

241. The number of deaths was 12,186 as against 12,120 last year. May recorded the maximum number, and February the minimum. Garhwal, as usual, had the highest rate (4·16) followed by Dehra Dun (1·26) and Almora (1·20).

Respiratory diseases.

242. The number of deaths recorded was 29,028 as against 30,260 last year. The highest mortality was recorded in January and lowest in July. Hamirpur (5·45) was, as usual, highest, followed by Lucknow, Dehra Dun and Agra. Of towns, Agra was first with the death rate of 14·36, followed by Pilibhit with 14·31. Urban mortality was 6·95 and rural 0·19.

Deaths from injuries.

243. The total number of deaths from injuries was 20,419 as compared with 21,670 last year. Of these 1,789 were suicides, 13,207 due to wounds and accidents, 5,031 to snakes and wild beasts and 392 to rabies.

36. Medical services.

(See the Annual Report on Civil Hospitals and Dispensaries for the period ending December 31, 1927.)

(See also tables 186 to 188 of the Statistical Abstract for British India, sixth issue, 1928.)

Number of hospitals and dispensaries.

244. One subsidized dispensary was closed and eight dispensaries were transferred to district boards, while 36 were opened during the year—a net increase of 27. The total number now stands at 653* as compared with 556 last year. Of the 36 new dispensaries, 33 were subsidized, two depend on local funds, and one is private aided.

Extent of medical relief.

245. The total number of patients treated was 5,474,777 as against 5,346,329 last year. Of these, 5,379,758 were out-door and 95,019 in-door patients. The number of surgical operations performed during the year was 264,699 as compared with 255,505 in 1926. Out of 255 applicants for admission to the King Edward Sanatorium, Bhowali, for consumption, only 147 could be admitted. Out of 128 patients, which represents the number that stayed in the sanatorium for more than a month, the disease was arrested in 28 cases, while 58 cases showed improvement in various degrees.

Medical education.

246. The number of students on the roll at the King George's Medical College of the Lucknow University was 258 as against 243 last year, while there were sixteen students in the class for the diploma of public health. Thirty-four candidates passed the M. B., B. S. final examination during the year. At the Agra Medical School the number of students decreased from 325 to 305. Fifty-one students passed the final examination as against eighty last year. Owing to the temporary stoppage of recruitment, no Provincial Subordinate Medical Service officer has been taken into government service.

There were 63 students at the Medical School for Women at Agra as against 64 last year Admissions were seventeen as compared with fifteen last year. Seven passed the final qualifying examination as against eight last year.

Maternity and child-welfare.

247. Maternity and child-welfare centres increased from 22 to 31; centres being opened at Aligarh, Ballia, Hardoi, Kheri, Partabgarh and Unao. Twenty-eight midwives and *dais*

* NOTE.—The number 653 includes 70 dispensaries transferred to the management of district boards.

obtained the midwifery diploma and *dais'* certificate. Three health visitors passed out of the Lady Reading Health School at Delhi, where they had been sent for training from this province, and are now employed in this province. Twenty-two baby weeks were held in different towns during the year. In addition to maternity work, and treatment of mothers and children, regular classes are held for *dais*. The movement is gradually increasing in popularity.

General.

248. The total income rose from Rs. 30·78 lakhs to Rs. 31·70 lakhs, and expenditure from Rs. 29·69 lakhs to Rs. 30·08 lakhs.

The cadre of the provincial subordinate medical officers fell from 413 to 402 during the year, due to transfer and closure of dispensaries. Five tuberculosis dispensaries are working now at Agra, Allahabad, Benares, Cawnpore, and Lucknow, and between them they treated 5,518 patients during the year. Patients are now visited by the health visitor at their houses and advised to observe anti-tuberculosis measures or to go to the tuberculosis dispensary. So far the scheme for encouraging private practitioners to establish themselves in rural areas, by subsidizing them, has not proved successful. Only 38 so far have done so. The scheme for subsidizing dispensaries in rural areas has been more successful—32 were open at the end of the year throughout the province. Dispensaries were opened at Cawnpore and Benares by the aid of a grant from the British Empire Leprosy Relief Fund.

37. Public Health services.

(*See the reports of the Director of Public Health for the year ending December* 31, 1927, *and of the Superintending Engineer, Public Health Department, for the year ending March* 31, 1928.)

Board of Public Health.

249. The Board of Public Health made grants of Rs. 7·56 lakhs during the year. The chief schemes for which expenditure was sanctioned were Rs. 2 lakhs to Benares municipality for the water-works project, Rs. 99,140 to Lucknow municipality for drainage and improvement schemes, Rs 1,42,161 to Allahabad municipality for roads and the water-works reorganization scheme, Rs. 24,759 for anti-malarial works in six districts, Rs. 30,088 for rural sanitation and minor sanitary works. Government sanctioned loans for sanitary projects, during the year, to the extent of Rs. 12·31 lakhs, including Rs. 2 lakhs to Hardwar for the cost

of the *Kumbh mela*, over two lakhs to the Allahabad municipality for drainage and water-works, and Rs. 2½ lakhs to the Lucknow municipality for roads and sewers.

Projects to the cost of Rs. 18·98 lakhs for water supply and drainage and sewerage works were sanctioned—as was a project of Rs. 55,602 for Roorkee electric supply. These projects include one costing almost Rs. 10 lakhs for the Lucknow water system reorganization scheme.

Work of staff.

250. The chief work of the staff during the year was the medical and sanitary arrangements for the *Kumbh melas* at Hardwar and Brindaban. Although the estimated attendance at Hardwar was 8,000,000 persons during February, March and April, and 2,900,000 at Brindaban, there were only 58 cases of cholera and 26 deaths at Hardwar, and 53 cases with 39 deaths at Brindaban. Further, the number of deaths in other parts of India after the *Kumbh mela* at Hardwar was insignificant compared with other years. These excellent results were only secured by careful organization and hard work on the part of all concerned. In addition, the assistant directors of public health organized and inspected sanitary arrangements at other important fairs in the province. Officers of the Hygiene Publicity Bureau gave instruction in hygiene with the aid of magic lantern and cinema demonstrations. The department started cholera research work in Gonda, with a view to ascertaining whether cholera is endemic in the area, and to provide material for further research with regard to "carriers." It also carried on research work at the large *melas*. Plague research work was continued, and 107,825 inoculations were performed as against 137,570 last year.

Besides the activities at the headworks of the Sarda canal, the department began anti-malarial works at eight places throughout the province, made malarial surveys at various places, carried out experiments in cinchonization in selected villages, and started the work of controlling malaria in towns and villages by the regular use of Paris green under the supervision of district medical officers of health. Ten officers of the Public Health Department were given intensive training in anti-malarial measures. A public health exhibition was held in Lucknow and proved very popular, while another was held on the occasion of the visit of the delegates of the Second Congress of the Far Eastern Association of Tropical Medicines. The government order directed towards enforcement of the law as

regards adulteration of food-stuffs—especially *ghi*—and extending the provisions of the Prevention of the Adulteration Act to more municipalities and rural areas, threw a greatly increased amount of work on the Public Analyst, and the department will shortly submit proposals to Government to expand the organization.

District Health scheme.

251. The services of district medical officers of health and assistant medical officers of health were provincialized and unified with the services of municipal medical officers of health. The District Health scheme was extended to nine more districts and now operates in 26 districts to the satisfaction of the local authorities.

Superintending Engineer, Public Health Department.

252. The department carried out original works costing Rs. 3·85 lakhs during the year. Rupees 12·68 lakhs ware spent on the maintenance of municipal water-works. Establishment charges rose from Rs. 3·47 lakhs to Rs. 3·66 lakhs.

The chief schemes carried out were improvements in the water supply system at Agra, Dehra Dun, Hardwar, Gola Gokarannath, Hathras and Unao. Work is in progress in connexion with water supply improvements in Benares, Aligarh, Fatehpur Sikri, Ajodhia and Jaunpur. Work on the Cawnpore and Allahabad water supply improvement schemes is progressing under the charge of the respective municipalities.

Health training and education.

253. Thirty under-graduates out of 38 under training passed the part I examination for the M. B., B. S. degree (hygiene only). Six candidates were successful in the examination for the Diploma of Public Health, part II, and eight in the examination for the Licentiate of Public Health, part II. Thirty-four candidates passed the examination for sanitary inspectors, and 21 that for apprentice sanitary inspectors. Only one candidate passed the examination for chief sanitary inspector. Seven members of the Provincial Medical Service attended the post-graduate course in hygiene.

Civil sanitary works.

254. The department completed a drainage scheme at Kanauj, a small drainage scheme for the Agra circuit house, the first instalment of the Bareilly anti-malarial work, and the work of remodelling the sewage pumping station at Lucknow during the year. It has in hand the Kaimganj drainage improvement, the Meerut drainage improvement, and the intercepting sewers in the Lucknow drainage scheme. The department prepared plans for an important scheme for drainage of the Ghazi-ud-din Hyder canal at Lucknow at a cost of Rs. 5·67 lakhs, and has

called for tenders for the construction work. The work is an important anti-malarial measure.

In addition to the above works, the department inspected the work of the municipal water-works and drainage schemes periodically, and advised boards on engineering and other points with a view to reducing maintenance and running costs, and increasing efficiency. Seven boards showed deficits on the year's working of their water supply systems. The Superintending Engineer, Public Health Department, is of opinion that the boards could show an increase of Rs. 3 lakhs annually in revenue if they attended to the advice of the Mechanical Adviser. Further, in the case of some municipalities, the existing sanitary schemes are not properly worked, and there is waste in the disposal of sewage with corresponding loss.

38. Vaccination.

(See the notes on Vaccination for the period ending March 31, 1928.)

Number of vaccinations.

255. The number of vaccinations rose from 1,433,056 to 1,465,647 ; and the number and percentage of successful primary vaccinations were respectively 1,282,505 and 94·14 as against 1,219,979 and 94·79 last year. The ratio of persons successfully vaccinated per thousand of population rose from 28·44 to 29·45.

Inspection of vaccinations.

256. Assistant directors of public health and district superintendents of vaccination inspected 214,466 cases as compared with 179,223 last year, while the number of operations inspected by other officers rose from 603,884 to 606,447.

Lymph.

257. The Provincial Bovine Lymph dépôt at Patwa Dangar (Naini Tal) issued lymph sufficient to vaccinate 2,982,943 persons as against 2,693,987 persons last year. Lymph to the value of Rs. 87 was issued free. The dépôt realized Rs. 38,085 from the sale of lymph as against Rs. 34,330 last year. The loss on the working of the dépôt was reduced to Rs. 826 only.

General.

258. The district health staff carried out intensive propaganda work in connexion with vaccination in districts and paid special attention to the vaccination of school children. Government are still considering the question of extending compulsory vaccination to rural areas.

The total expenditure of the department fell from Rs. 4·89 lakhs to Rs. 4·71 lakhs. The average cost of each successful vaccination was Re. 0-4-4 which compares favourably with the cost in other major provinces.

CHAPTER VII.—INSTRUCTION.

39. Education.

(*See the report on Public Instruction for the year ending March 31, 1928, and also tables 139 to 158 of the Statistical Abstract for British India, sixth issue, 1928.*)

General: Number of institutions and scholars.

259. The number of educational institutions rose from 24,820 to 25,848, of which 23,270 were recognized institutions. The total enrolment rose from 1,349,401 to 1,434,343—an increase of 6 per cent. The percentage of scholars to total population was 3·16 as against 2·97 last year, but while the percentage for males was 5·47, that for females was only 0·60.

Expenditure.

260. The total expenditure on education rose from Rs. 337·79 lakhs to Rs. 354·06 lakhs, of which the Government's share was 57·95 per cent. The income from fees rose by Rs. 6·43 lakhs to Rs. 52·92 lakhs, a sum which represents 14·95 per cent. of the total expenditure.

University education: Number of university students.

261. The total enrolment of the students was 6,604 as compared with 5,892 last year. Expenditure fell by Rs. 2·22 lakhs. Public subscriptions to the Benares Hindu University, which depends mainly on public support for maintenance, decreased from Rs. 8·25 lakhs to Rs. 3·24 lakhs.

The Benares Hindu University had the lowest proportion of passes for B. A. (Honours) with 30 per cent.; Aligarh had the lowest proportion of passes for M. A., with 57 per cent.; while at Lucknow all the candidates, and at Benares 93 per cent. were successful. The Aligarh Muslim University had the lowest percentage of passes for B. Sc., (Pass) with 50 per cent. The highest percentages for M. Sc. (Final) were at Allahabad (91), at Lucknow (100), and at Agra (95).

Progress of the year: Allahabad University.

262. The enrolment fell by 53 to 1,300. A separate department of Political Science was formed, and B. A. (Honours) courses were drawn up. The university staff made important contributions to original research in physics and chemistry during the year, and the Professor of Physics received the honour of Fellowship of the Royal Society for his researches. A new hostel, a new block for the Oriental department, a new gas plant, and extensions to the zoological, botanical, and chemical

laboratories were completed during the year. There were 5,200 books added to the library, which now contains 67,500 books. The scheme of compulsory physical training has proved an unqualified success, and the medical examination and inspection of students has also been successful.

Lucknow University.

263. The enrolment increased from 1,419 to 1,530. The financial position of the university has improved as a result of the policy of retrenchment and efforts to increase income from subscriptions. The income for the year was Rs. 18·05 lakhs, and expenditure only Rs. 16·72 lakhs. General English up to B. A., Pass standard, was made compulsory for Science and Commerce students, and an additional Lecturer in English appointed for the purpose. A satisfactory amount of original work was done by the staff. The university organized 36 extension lectures as against 17 in the previous year. A new chemistry block is under construction, the clinical theatre for the Medical College, and a fern house for the Botany department have been completed, and a new playground and pavilion provided. Physical training is compulsory. There were 148 candidates studying for diploma in Arabic and Persian, and 202 in Science.

Benares Hindu University.

264. The enrolment rose from 1,936 to 2,250. Admission had to be refused to 1,000 students through lack of room. A recurring grant from the United Provinces Government of Rs. 50,000 has enabled the university to start a separate department of Ayurvedic medicine. A degree course, covering six years, has been drawn up. A pharmacy and the Sir Sunder Lal hospital, with 100 in-door patients, form part of the Ayurvedic College. A donation of Rs. 50,000 has been given towards the establishment of a Hindi publication board which will bring out Hindi textbooks for the intermediate course.

Aligarh Muslim University.

265. The outstanding event of the year was the appointment of a committee of inquiry by Her Highness the Begum of Bhopal, the Chancellor, to examine and report on the working of the university and its associated institutions. The inquiries of the committee revealed grave defects in the working of the university.

The local Government made a recurring grant of Rs. 50,000 towards the establishment of a department of Unani medicine. The course of study extends over five years, and 24 students were admitted.

Agra University.

266. The eight associated colleges of the new Agra university which are situated in the United Provinces made good progress during the year. The Revd. Canon A. W. Davies, Principal, St. John's College, Agra, has been elected by the Senate as the first vice-chancellor of the university.

Secondary education.

267. The number of secondary institutions rose from 889 to 909, and enrolment from 132,366 to 146,554.

The expenditure increased from Rs. 70·31 lakhs to Rs. 73·87 lakhs, of which 53·7 per cent. was met by provincial funds.

The number of intermediate colleges rose from 27 to 28, and enrolment decreased by 36 to 4,199, while the expenditure increased by Rs. 48,790 to Rs. 14·50 lakhs. Provision has been made for the teaching of Urdu and Hindi in the Intermediate classes of four Government intermediate colleges, economics in two, and biology in one.

The number of high and middle schools rose from 236 to 243, and enrolment from 67,678 to 73,436, while the expenditure rose from Rs. 41·66 lakhs to Rs. 43·74 lakhs; of which Rs. 22·87 lakhs represents the provincial contribution. The middle schools, as a class, are reported to be inefficient, while the high schools vary in efficiency. The percentage of trained teachers in government and non-government institutions is 71 and 28 respectively.

Nature study was introduced in the remaining eight government schools during the year, and grants, recurring and non-recurring, are being given to non-government institutions for nature study classes.

There has been a certain amount of deterioration in the standard of English as a result of the introduction of the vernacular as a medium of instruction. There are reported to be traces of a more active and better type of discipline due to spread of the boy scout movement, physical training and games, and to the introduction into the curriculum of non-literary subjects, such as first aid and manual training.

In order to improve the standard of instruction in physical training, a superintendent of physical training was appointed at the Training College, Allahabad. He will train teachers at the training college and normal schools in both western and indigenous methods of physical training, and in organization of school athletics and games. He will also hold short intensive courses in physical training for the benefit of school drill

instructors. Two state scholars have been sent for training in physical education to Scotland, and will on their return be posted to the training colleges at Agra and Lucknow.

Scouting is making progress in some divisions, but is stationary in others owing, it is said, to the fact that the training has become stereotyped with consequent flagging of interest on the part of the pupils.

Music classes have been started in two more schools.

Two thousand two hundred and sixty candidates were successful out of 4,142 in the Intermediate examination, and 5,092 out of 9,327 in the High School examination.

The construction of a science block at the Government High School, Najibabad, was the only important building work in connexion with government schools completed during the year, but there was considerable building activity in aided schools.

The benefits of the medical inspection of scholars in English schools have been largely nullified by the apathy of parents in the matter of the health of their children, which is shown by their disregard of the medical advice tendered to them.

The number of vernacular middle schools rose from 626 to 638, and enrolment from 60,453 to 68,919. The expenditure was Rs. 15·63 lakhs as against Rs. 14·63 lakhs in the previous year. Government gave grants to 113 schools, as against 74 in the previous year, for English classes, and the number of those who offered English as an optional subject in the vernacular final examination, was 1,395 against 735 last year.

The number of agricultural classes has increased to 28, and the initial prejudice against the training is said to be disappearing. Six schools sent up 129 candidates in agriculture in the Vernacular Final examination, of whom 98 passed. Manual training classes rose to 29, and are said to be gaining in popularity. A committee was appointed to draw up a curriculum of elementary science for vernacular middle schools, and their report is now under consideration.

Primary schools.

268. The number of primary schools rose from 18,817 to 19,624, and enrolment from 1,038,406 to 1,099,307. The expenditure increased from Rs. 78·13 lakhs to Rs. 80·30 lakhs, towards which provincial funds contributed Rs. 56·59 lakhs. Of the increased expenditure Rs. 1·24 lakhs came from district boards funds. The percentage of trained teachers fell from 66·5 to 65.

The methods of teaching in infant classes are reported to be inefficient, and teachers' work also far from satisfactory. Irregularity in attendance and unpopularity of teachers, together with frequent transfers especially during district board elections, are still causes of ineffciency. Lack of contact with the outer world and consequent narrow outlook of teachers help further to reduce the standard of instruction.

Buildings still continue in a deplorable condition. Government gave grants of Rs. 3·80 lakhs to eight district boards during the year for school buildings. Under the United Provinces District Boards Primary Education Act, 1926, Government sanctioned the introduction of compulsory primary education in 121 areas, under nine boards. Twenty-four boards have submitted schemes for its introduction. Every report calls attention to the great discrepancy between the number of boys reading in the upper primary sections and lower primary sections. Out of the total enrolment of 1,099,041 in vernacular primary schools, 931,260 are in the lower primary, and only 167,781 in the upper primary classes. It is hoped that the gradual spread of compulsory education will improve attendance in the upper primary stage, and do something to check the relapse into illiteracy, which is due to the fact that a large proportion of boys do not complete the full school course. If this is not to be so, the boards will have to cooperate much more whole-heartedly than at present with the department in ensuring that the available funds are spent to the best possible advantage, and that the efficiency of the staff and buildings is kept up to the highest possible pitch.

Training institutions.

269. At the Government Training College, Allahabad, there were 63 students, as against 59 last year, of whom fourteen were Masters of Arts or Masters of Science, one, a first class Bachelor of Science, and 17 second class Bachelors of Arts or Science. The college has severed its connexion with the Allahabad University and become a purely departmental institution. Agra, Lucknow and Aligarh training colleges had enrolments of 60, 48 and 60 respectively. At Benares 35 out of 36 candidates for the Licentiate in Teaching examination passed.

The number of normal schools for men was eight with an enrolment of 713. These schools are doing good work and turn out efficient teachers. Of 1,048 candidates for the Vernacular Teacher's Certificate examination about 54 per cent.

were successful as against 50 per cent. last year. The "central training schools" are gradually being substituted for the training classes maintained by district boards, and are producing better results. There are at present seven central training schools—the expansion of compulsory education will necessitate the opening of at least one such school in each district.

There were six students in the Isabella Thoburn College, Lucknow, in the training department for women graduates. There were 321 students in normal schools and training classes for women as compared with 316 last year. Out of 108 women candidates, for the Vernacular Teacher's Certificate examination, 75 passed. Primary training classes for women increased to 19. The supply of well-qualified women for the teaching profession is much short of the demand.

Female education.

270. The number of educational institutions for girls rose from 1,807 to 1,872, of which 205 were unrecognized. Enrolment rose from 80,324 to 85,112, and the expenditure from 14·42 lakhs to Rs. 15·09 lakhs; of this sum Government contributed Rs. 7·34 lakhs. Sixteen per cent. of the total enrolment came from Muslims, five per cent. from Indian Christians, and 75 per cent. from higher caste Hindus, while two per cent. came from the depressed classes. There were 26 post-intermediate students at the Isabella Thoburn College, Lucknow, and eighteen at the Crosthwaite Girls' College, Allahabad.

The enrolment in the intermediate colleges was 95 as against 87 last year, while in girls' high schools enrolment rose from 2,023 to 2,910; there are now thirteen high schools as against eleven last year, four being unrecognized.

There was a decrease in enrolment in English middle schools due to reclassification of one school, and the abolition of the lower middle sections of another. The number of vernacular middle schools fell from 153 to 140, but enrolment rose from 16,464 to 17,197. District boards had only fourteen middle schools as against 26 last year. Primary schools rose in number from 1,580 to 1,657, and enrolment increased from 54,513 to 57,478. Many boards have no sense of responsibility for girls' education, and little substantial progress can be made in the vernacular education of girls until teachers are better paid and schools better equipped and housed.

40. Literature and the press.

LITERARY PUBLICATIONS.

271. The number of publications registered in the province during 1927 rose from 2,840 to 3,380. **Number.**

272. Hindi publications formed 59·5 per cent. of the total and Urdu publications 12·3 per cent. There were 2,014 publications in Hindi, 418 in Urdu, 249 in English, 124 in Sanskrit, 34 in Nepali, thirteen in Persian, fifteen in Bengali, six in Arabic, two each in Marathi and Gujrati, four in Marwari, and six in Garhwali. The number of polyglot publications rose to 491. **Language.**

273. Verse formed a large proportion of the output—there being 1,239 works of this kind out of a total of 3,380. **Form.**

274. Works inspired by communal hatred were common. The death of Swami Shraddhanand is still a subject of inspiration. More than one work ascribes the murder to a conspiracy on the part of Muslims, and in another it is urged that so long as Islam, a religion which sanctions the killing of infidels, remains, the peace of the world is in danger. **Subject and tone: Religion.**

Works advocating the necessity of *shuddhi* and *sangathan* were common. Others again, with an obvious desire to arouse religious fanaticism, advocate the worship of the pig by Hindus, or its use as food.

Counter-attacks by Muslims on Hindu religion were not wanting. One book, published by the Muslim Missionary Society, contains objectionable allegations against Hindu morals. A Muslim, who was converted to Hinduism, but recanted again, attacks Hinduism in two books, in one of which he makes very objectionable allegations against the sexual morality of Hindu women in ancient times. There were also some attacks on the Wahabi sect, and its misbehaviour in the Hedjaz, while some few were directed against Christianity.

275. The favourite subject with Hindu nationalist writers still is the present woes of India under the foreign rule, and the works which deal with this are usually combined with appeals to Hindus to unite and free themselves. The tendency to look to Europe for examples of successful struggles for national independence is shown by works on "Struggle of Italy for freedom," and also that on Ireland. One work refers to the alleged partiality of Englishmen towards Muslims, and Lord Olivier's letter on this subject is used in corroboration of the thesis. **Politics.**

There is an almost entire absence of reasoned suggestion of remedies, but *charkha* and *swadeshi* are vaguely referred to and great stress is laid on *shuddhi* for which Indians are asked to lay down their lives.

Social.

276. The ever-recurring subjects of widow remarriage, early marriage, and the problem of the depressed classes continue to form the bulk of the works on social matters. The desire of the depressed classes to better themselves finds expression in writings directed to show that certain castes, hitherto considered low, are in reality Brahmans.

Miscellaneous.

277. A few scientific works were published. Babu Ran Bahadur Singh published a commentary on the *Ramayan* of Tulsi Das, which traces almost every line to original sources and represents the result of 25 years' research, while Professor Ram Deva published a second volume of a comprehensive history of India in Hindi. Works in Hindi on comparative philology, practical agriculture, and medical jurisprudence were also published as were two numbers of the Hindi dictionary, which is being compiled by the Nagri Pracharini Sabha of Benares. A work on practical agriculture and horticulture in Urdu was also published.

THE PRESS.

Number of journals.

278. The number of newspapers and periodicals increased from 592 last year to 643 this year. Of these, seventeen were dailies (against eighteen last year), and 284 monthlies (against 251): Weekly papers rose from 170 to 197, and bi-weekly decreased from twelve to ten.

Publishing centres.

279. Lucknow came first with 93 papers, Allahabad second with 80; then came Agra with 51, Benares with 49, Cawnpore with 47, Meerut with 39, Aligarh with 25, and Moradabad and Bijnor with fifteen each.

Language.

280. The number of Hindi papers rose from 237 to 266, those of Urdu from 219 to 243, while those in English fell from 93 to 89.

Circulation.

281. There were 28 papers with a circulation of 2,000 copies and over. The leading English daily maintained its circulation, while its chief rival increased its circulation by 500 as did the leading Lucknow English daily.

The most important increases occurred in Hindi papers: of these two showed increases of 3,600 each: one, an Allahabad monthly, and the other, a Benares tri-weekly. Two Hindi weeklies and one Hindi monthly showed increases of 2,000 and over, and a Hindi daily an increase of 1,000. Thus six Hindi

papers showed a combined increase of over 14,000 copies—as against this, the only important decreases were of 1,000 each in a Lucknow and Allahabad paper.

Four Urdu papers showed combined increases totalling 2,500 copies—one bi-weekly alone increased from 1,000 to 2,000.

Eleven new Hindi and eleven new Urdu newspapers appeared during the year. Of the Hindi papers, one is devoted to the cause of the untouchables, two are of the extremist type, and another is communal.

One new Urdu weekly is devoted to the *tabligh* movement.

Twenty-eight papers ceased to appear, including a Cawnpore paper started as an organ of the Independent Congress party, and an Urdu weekly virtually under the control of an ex-Maharaja.

Subject-matter: General.

282. For the fourth year in succession the Press was dominated by Hindu-Muslim antagonism. Almost all important topics were discussed on communal lines and virulent mutual recriminations were frequent. Many papers displayed, as usual, violent antagonism to Government, whose motives were impugned on every possible occasion. Communal riots were attributed to the old policy of "divide and rule," and one paper even alleged that Government had introduced the question of music before mosques to estrange the two communities. A number of papers advocated revival of the policy of non-cooperation—while some extremist papers preached the doctrine of complete independence. One paper, habitually violent in tone, published serially a translation of Bengali history of the anarchist movement, and an article in the same praising Bengal anarchists led to all copies of the issue being forfeited to Government. The editors of two papers were warned for printing seditious matter. Another editor was sentenced to three months' rigorous imprisonment and a fine of Rs. 200 for publishing an objectionable poem, under section 153-A, Indian Penal Code, while editors of three other papers were warned for publishing matter actionable under section 153-A, Indian Penal Code, and all copies of an issue of a fourth paper were declared forfeited for publishing matter falling under the same section.

The *Leader* continued its close and often bitter criticism of Government, and led a campaign for the boycott of the Statutory Commission. It was supported in this by the *Indian*

Daily Telegraph, which remained a constant advocate on behalf of the ex-Maharaja of Nabha.

The *Pratap*, which continues to be the most popular Hindi weekly, indulged in such vehement criticism of Government as to necessitate a warning. The *Abhyudaya* advocated resort to civil disobedience to assert the right of Hindus to play music before mosques. The *Aj*—the most ably-edited Hindi paper—advocated non-cooperation as the only measure for the attainment of *swaraj*. The *Vartman* continued to combine reckless and virulent attacks on Government with the open and persistent preaching of communistic doctrines. Among Muslim papers, the *Medina* continued to hold Britain up as the greatest enemy of Islam. The *Hamdam* and *Oudh Akhbar* were strongly nationalist in tone, but avoided communal controversy.

The murder of Swami Shraddhanand, followed by murders or attempted murders of other Hindu leaders at Ajmer, Bahraich, Pilibhit and other places, occasioned impassioned attacks by Hindu papers on Muslims and their religion. They alleged the existence of an organized conspiracy against Hindus, and some papers even advocated the suppression of the *Qoran* as inciting to the murder of infidels.

Hindu papers violently protested against restrictions on music before mosques at *Dasehra*, and a number of them advocated civil disobedience to assert the civic and religious rights of Hindus.

The Muslim press was thrown into intense excitement by the judgement in the *Rangila Rasul* case: demands for the suppression of offensive and blasphemous books and articles grew common, countered by similar demands of the Hindu press culminating in the attack on the *Qoran* as mentioned above.

Muslim papers warmly supported the suggestion of the *Times of India* that the Arya Samaj, if found to be the cause of communal riot and tension, should be suppressed.

Throughout the year Muslim papers strongly upheld the necessity of communal electorates, the abolition of which they held would strike at the very existence of Muslims as a community.

The Hindu press was equally vehement in pressing for the establishment of joint electorates. Some Muslim papers, roused by the resolutions passed at the Aryan Congress, emphasized

the need of informing independent Muslim kingdoms of these resolutions and of organizing *Ali ghols* as a measure of self-defence.

Foreign affairs.

283. The Press followed the nationalist movement in China with keen and sympathetic interest, strongly criticized the British policy there, and protested against the despatch of Indian troops to suppress "a nation's struggle for freedom from western capitalists."

Statutory Commission.

284. The Hindu press protested unanimously and violently against the exclusion of Indians from the Statutory Commission as a national insult and advocated complete boycott and the revival of non-cooperation. Muslim opinion was sharply divided in the beginning, but gradually crystallized in favour of the Commission. Recalling the anti-Muslim attitude of Hindu politicians, many of the Muslim papers welcomed the exclusion of Indians urging that their inclusion would have meant a majority of Hindus on the Commission who would have done their best to prejudice the European members against Muslims, especially in the demand for the retention and extension of separate electorates.

Labour and Communism

285. Some papers continued to preach communism as the most effective means of attaining self-government.

The Press generally showed deep sympathy with the accused in the Kakori conspiracy case, and strongly criticized the Chief Court's judgement as harsh and relentless, and Government as callous in rejecting the appeals for mercy.

41. Arts and science.

(*See reports on the Lucknow and Muttra Museums and on the Allahabad Public Library for the year ending March* 31, 1928.)

Museums.

286. The Provincial Museum at Lucknow contributed sets of selected casts of coins and seals to the Industrial Exhibition held in the Government Technical School, Lucknow. The number of visitors was 156,024 as against 127,874 last year. There were 283 additions to the various sections—37 under Archaeology, 171 under Coins, eight under Natural History, 27 under Ethnography, and 40 under Pictures and libraries. Lantern slides on Indian architecture, coins and paintings were added to the existing collection, and a few sets of slides were lent for illustrating lectures.

The most important archaeological acquisitions of the year were a unique copper-gilted plaque in repoussé work, representing scenes from the life of Buddha, and a fourfold image of Jaina Tirthankara in sandstone found in Etah district in perfect preservation. Plaster casts of about a dozen selected objects, excavated at Taxila, representing Hellenistic art were added to the collection. A fine figure of Dip Lakshmi was also acquired. Five pictures, of which one is a good specimen of the Rajput school, were added to the collection of paintings. Among the coins received were a gold padmatanka of a Yadava King, an unpublished coin of Shāh 'Ālam II, mint Kunār, and a new mint rupee of Shāh 'Ālam II, bearing the mint name 'Abdullanagar-Pihaní; the last two prove the existence of Mughal mints in two important towns hitherto unknown. Among the coins purchased is a ten-rupee piece of Shāh 'Ālam II, mint Sūrat, the only known specimen of heavy weight silver currency of the Mughals. Eight birds have been added to the Natural History section. New show-cases have been provided for the improved exhibition of reptiles and fishes. The net cost of maintaining all the museums to Government amounted to Rs. 17,634.

There were 112 acquisitions to the Muttra Museum, including Gandhara sculptures, terracottas, and sculptures of the Mathura school.

Libraries.

287. At the end of March, 1928, there were 34,545 books in the public library at Allahabad of which 950 were added during the year. The number of visitors was 22,368 as against 20,074 in the preceding year. There were 9,311 books issued to readers during the year, and of these 1,487 were in the Oriental section. The total expenditure came to Rs. 17,559, of which Rs. 3,606 was for purchase of books. The government grant amounted to Rs. 10,987.

At the end of March, 1928, there were 24,565 books in the public library at Lucknow, of which 706 were added during the year. The number of visitors was 24,663 as against 23,323 in the preceding year. Nine thousand seven hundred and seventeen books were issued to depositors. New books worth Rs. 3,418 were purchased during the year. The annual government grant was raised from Rs. 8,000 to Rs. 11,000.

CHAPTER VIII.—ARCHAEOLOGY.

42. Archaeology.

(*See extracts relating to the United Provinces from the reports of the Superintendent, Hindu and Buddhist Monuments, Northern circle, and of the Superintendent, Muhammadan and British Monuments, Northern circle, for the year ending March* 31, 1928.)

HINDU AND BUDDHIST MONUMENTS.

Conservation.

288. Repairs were carried out to the approach to the fort at Kalanjar in Banda district, and to the temple of *Nilakantha lingam*, the principal monument in the Fort, dating from 1201 A. D. Modern additions were dismantled, rock sculptures cleared of moss, and stray sculptures collected and housed in the modern *dalan*.

The restoration of the Nirvana stupa and Matha Kuar chapel at Kasia (Gorakhpur) was completed; the cost, viz., Rs. 18,447, being defrayed by two Burmese gentlemen. The stupa marks the spot where the Buddha attained *parinirvana*, and probably covers the original stupa containing the master's remains. Extensive repairs and clearance work was carried out at the Gupta and Varaha temples at Deogarh, where there are sculptured representations of the Rama legend, which occur extremely rarely, and to monastery no. VI at Sarnath, while repairs were also effected at the Siva temple at Jagner Fort in the Agra district. Many other minor works were also carried out to temples at various places including that at Dwarahat, Almora district, and the Varsinha temple in the Talbehat Fort, Jalaun district. The total sum spent on conservation was Rs. 24,813.

MUHAMMADAN AND BRITISH MONUMENTS.

Conservation.

289. Minor repairs were carried out at the Taj Mahal and Akbar's Fort. At Sikandra a portion of the northern causeway was tidied, and part of the floor and steps were restored, and other minor repairs effected. Now that the tube well at Sikandra is working, it is hoped to extend the pipe line to Mariam's tomb, and to lay out the grounds within the enclosure.

At Fatehpur Sikri, a fallen length of the city wall was rebuilt, and the floor of the Rang Mahal relaid with stone slabs, and other minor repairs carried out.

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Clearance and replacement work was carried out at Jagner in the Agra district; at the tomb of Rashid Khan in the Farrukhabad district; and at the tombs of Daulat Khan in Azamgarh, and Iftikhar Khan at Chunar.

The acquisition of shops over the Gumti bridge at Jaunpur was completed at a further cost of Rs. 10,912.

Another portion of the stone flagging in Aurangzeb's mosque at Benares was completed, and repairs were carried out to the roof of the Jama Masjid at Sambhal in Moradabad district.

An electric pump has been installed at one of the wells in the Residency Gardens at Lucknow, and the water problem has been solved.

The total expenditure on conservation was Rs. 1·44 lakhs.

CHAPTER IX.—MISCELLANEOUS.

43. Ecclesiastical.

290. Right Revd. G. H. Westcott, M.A., D.D., Bishop of Lucknow, died on January 16, 1928, and was succeeded by Right Revd. C. J. G. Saunders, M.A.

The Indian Church Measure and Bill came into effect from January 1, 1928. Under the Indian Church Measure, the legal union at present existing between the Church of England and the Church of England in India will be severed after a period of not less than two or more than three years have elapsed.

As a result of the change of system made by this Government on the proposals of the 1922 Buildings and Roads Reorganization Committee, chaplains should now themselves undertake all ecclesiastical building works costing up to Rs. 20,000. In view of the difficulty experienced by them in carrying out such works, the Chief Engineer, Imperial Works, Delhi, has agreed, at the instance of Government, to undertake works costing more than Rs. 10,000. The Public Works Department, Buildings and Roads Branch, United Provinces, have agreed, on certain conditions, to carry out works costing between Rs. 1,500 and Rs. 10,000 on payment of percentage charges.

44. Emigration and immigration.

(*See the reports on the working of the Indian Emigration Act, VII of* 1922, *for the year* 1927, *and on Assam Labour Emigration from the United Provinces for the year ending June* 30, 1928, *and also tables* 169 *and* 170 *of the Statistical Abstract for British India, sixth issue,* 1928.)

Foreign emigration.

291. There was no emigration to countries overseas during 1927. The total number of returned emigrants from the Colonies who disembarked at Indian ports in 1927 was 3,539 as against 3,494 in the previous year. Out of this number, almost one-third were actual paupers, while 932 brought savings above Rs. 150. Seventy-one deaths took place in transit. There were fifteen lepers among the emigrants.

Inland emigration.

292. The total number of coolies recruited from the nineteen districts in which recruitment was carried out fell from 4,005 to 3,685. Gorakhpur, Basti, Gonda, and Cawnpore headed the list—1,387 coming from Gorakhpur and 681 from Basti.

Action was taken against sardars in the criminal courts in one case at Hardoi, and in two cases of illegal recruitment in Basti. Action was also taken under the provisions of the Emigration Act against certain other sardars for minor offences.

Immigration.

293. No figures are available.

45. Government printing and stationery.

(*See the reports on the working of the Government Presses, and on the consumption of stationery for the year ending March* 31, 1928.)

Government presses.

294. The amount of work done showed an increase. There was a large increase in work done for the Public Health Department, 1,840,000 leaflets being printed for the Hygiene Publicity Bureau. Printing done for the departments of Land revenue and Administration of justice also showed substantial increases. The work of the Branch Presses was satisfactory. The average number of convicts employed at the Naini jail Branch Press was 258 as against 267 last year.

Receipts increased from Rs. 3·73 lakhs to Rs. 3·78 lakhs. The total expenditure fell from Rs. 9·34 lakhs to Rs. 7·26 lakhs.

The number of books rose from 2,776 to 3,349, of which 2,458 were original publications.

The quantity of paper ordered was the same as last year, namely, 661 tons.

The artificial lighting arrangements of the Government Press, Allahabad, were completely overhauled. A room has been set aside in the main office block for the sale of books to the public, and it is now no longer necessary to admit the members of the public to the main book dépôt.

Stationery.

295. The total value of stationery and rubber stamps issued to the province during the year was Rs. 5·26 lakhs as against Rs. 5·04 lakhs in the previous year. The share of the Government presses rose from Rs. 3·26 lakhs to Rs. 3·53 lakhs. The average *per capita* cost of supplies for the whole province, calculated on the lines followed in previous years, was Rs. 11 against Rs. 12 last year.

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